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Inventory of Income Security Programs in Canada

January 1988

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Preface

This report is the fourth in the series entitled "Inventory of Income Security Programs in Canada". As in previous editions, this version contains descriptive and statistical information on approximately 100 federal, provincial and municipal programs providing financial benefits to Canadians. The tables (P.1 and P.2) on the following pages list the various programs included in the report, by jurisdiction and by program type. Programs are described as they existed on January 1, 1988. In general, statistics are provided for fiscal year 1986-87.

The assistance of the various government departments and agencies who contributed to the report is very much appreciated. In particular, acknowledgements are due to all of the provincial departments responsible for the administration of income security programs, to Employment and Immigration Canada, to the Canada Pension Commission, to the Department of Veterans Affairs, to Revenue Canada, Taxation, to Labour Canada, to Statistics Canada, to the Department of Finance and to all provincial Workers' Compensation Boards.

This update to the "Inventory of Income Security Programs in Canada" was prepared in the Social Security Information Division, Information Systems Directorate, Policy, Communications and Information Branch. For further information, readers are invited to contact Marilyn Willis at the address noted on the page opposite. The material contained in this edition of the Inventory has been reviewed and approved by the department responsible for the administration of each program. Additional information on any program may also be obtained directly from the relevant federal, provincial or municipal department.

Table P.1
Federal Income Security Programs and Related Provisions
January 1988

	Canada
Senior Citizens' Financial Benefits	Old Age Security
	Guaranteed Income Supplement
	Spouse's Allowance
Children's Financial Benefits	Family Allowances
	Child Tax Credit
Social Assistance	Canada Assistance Plan
Taxation Assistance	Basic Personal Credit
	Age Credit
	Married/Equivalent to Married Credit
	Credit for Dependent Children
	Credit for Infirm Dependants - 18 years of Age and Over
	Disability Credit
	Pension Credit
	Refundable Sales Tax Credit
	Child Care Expense Deduction
Pension Plans	Canada Pension Plan
Unemployment Insurance	Unemployment Insurance
War Veterans' Financial Benefits	Veterans' and Civilians' Disability Pensions
	War Veterans' and Civilian War Allowances

Table P.2
Provincial Income Security Programs and Related Provisions
January 1988

	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick
Senior Citizens' Financial Benefits	School Tax Exemption	Tax Deferral for Senior Citizens	Special Social Assistance Property Tax Rebate for Senior Citizens Rental Assistance Program	Assistance for the Reduction of Rental Costs[3]
Children's Financial Benefits	Special Child Welfare Allowance			
Social Assistance[1]	Social Assistance	Financial Assistance	Family Benefits (provincial) Municipal General Assistance	Long-Term Established Needs Upgrading, Training and Placement Interim Assistance
Taxation/Shelter Assistance[2]	School Tax Exemption	Residential Property Tax Credit Provincial Tax Credit		Residential Property Tax Credit Assistance for the Reduction of Rental Costs[3] Residential Property Tax Allowance Program
Provincial Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation
Pension Plans				
Unemployment Insurance				

Table P.2 (Continued)
Provincial Income Security Programs and Related Provisions
January 1988

	Quebec	Ontario	Manitoba	Saskatchewan
Senior Citizens' Financial Benefits	LOGIRENTE (Senior Ctizens' Rental Assistance Program) Real Estate Tax Refund	GAINS-A (Guaranteed Annual Income System) Property Tax Grant Sales Tax Grant	55 Plus - A Manitoba Income Supplement[4] School Tax Assistance for Tenants 55 Plus[5] Pensioner Homeowners' School Tax Assistance Property Tax Credit Shelter Allowances for Elderly Renters	Saskatchewan Income Plan Saskatchewan Tax Reductions Senior Citizens' Heritage Program
Children's Financial Benefits	Quebec Family Allowances Availability Allowance Supplement for Handicapped Children Parental Wage Assistance Program	Handicapped Children's Benefits	Child Related Income Support Program	Family Income Plan
Social Assistance[1]	Social Aid Work Income Supplement	Family Benefits (provincial): - Family Benefits (Regular Assistance) - GAINS-D (Guaranteed Annual Income System for the Disabled) - Work Incentive Program General Welfare Assistance (municipal): - General Assistance - Special Assistance - Supplementary Aid	Social Allowances (provincial) Municipal Assistance	Saskatchewan Assistance Plan
Taxation/Shelter Assistance[2]	Real Estate Tax Refund	Ontario Tax Credits	Property Tax Credit Resident Homeowners' Tax Assistance Shelter Allowances for Family Renters Cost of Living Tax Credit Manitoba Education Tax Reduction Program for Farmers[6]	Saskatchewan Tax Reductions
Provincial Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation
Pension Plans	Quebec Pension Plan			Saskatchewan Pension Plan
Unemployment Insurance	Maternity Allowance			

Table P.2 (Continued)
Provincial Income Security Programs and Related Provisions
January 1988

	Alberta	British Columbia	Yukon	Northwest Territories
Senior Citizens' Financial Benefits	Alberta Assured Income Plan Alberta Widows' Pension Property Tax Reduction Benefits (including Senior Homeowner Refund) Senior Citizens' Renter Assistance Grants[1] Senior Citizens' Home Heating Protection Program	GAIN for Seniors Supplement (Guaranteed Available Income for Need) Land Tax Deferment Program Home Owner Grant Shelter Aid for Elderly Renters	Income Supplement Program for Seniors Home Owners' Grant Pioneer Utility Grant	Senior Citizens Benefits Senior Citizens' Land Tax Relief
Children's Financial Benefits				
Social Assistance[1]	Social Allowance (including Guardian Social Allowance) Assured Income for the Severely Handicapped	Income Assistance GAIN for the Handicapped (Guaranteed Available Income for Need)	Social Assistance	Social Assistance
Taxation/Shelter Assistance[2]	Remote Area Heating Allowance	Land Tax Deferment Program Home Owner Grant	Home Owners' Grant	Home Owners' Property Tax Rebate Program
Provincial Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation	Workers' Compensation
Pension Plans				
Unemployment Insurance				

Table P.2 (Continued)
Provincial Income Security Programs and Related Provisions
January 1988

1. Although cost-sharing of provincial and municipal social assistance programs is provided under the Canada Assistance Plan, expenditures on some of the programs in this row are not shareable.

2. Provincial taxation and shelter assistance programs with special provisions for senior citizens are also included under "Senior Citizens' Financial Benefits".

3. This program was formerly called Rental Assistance for the Elderly and for the Disabled.

4. This program was formerly called the Manitoba Supplement for Pensioners.

5. This program was formerly called Pensioner Tenants' School Tax Assistance.

6. This program replaced Special Farm School Tax Assistance in January 1988.

7. This program includes Senior Citizens' Renter Assistance Grant and Widows' Renter Assistance Grant.

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The Income Security System in Canada

Canada's income security system includes a variety of federal, provincial and municipal programs designed to provide financial benefits to Canadians. This report provides an inventory of over 100 such programs as they existed in Canada between January 1987 and January 1988. Provisions which came into effect after January 1988, but affect the 1988 benefit year, have also been included, subject to the information available at the time of the writing of this report. This chapter describes the scope and organization of the report, discusses recent program trends, highlights program changes and summarizes expenditures on income security benefits. The following eight chapters discuss specific programs in more detail while the Appendices provide supplementary information.

Scope and Definition

For the purpose of this document, **an income security program is any federal, provincial or municipal program having as its main objective the provision of direct financial benefits to individuals or families in Canada**. Included in this concept of income security programs are the following: a variety of federal and provincial programs targeted to senior citizens and to children; social assistance programs administered by provincial and municipal governments, most of which are cost-shared with the federal government; provincial taxation and shelter assistance programs; provincial workers' compensation programs; the Canada, Quebec and Saskatchewan Pension Plans; the federal Unemployment Insurance program; and federal war veterans' financial benefit programs.[1] Selected federal income tax provisions which are generally seen as being complementary to the income security system are discussed in Appendix E. An Alphabetical Index of Programs has been included at the end of the report for reference purposes.

For each program included in this report, a description is provided outlining the general and financial eligibility criteria, benefits, administrative features and interactions with other programs within the income security network. This information is supplemented by statistics on beneficiaries and benefit expenditures. In general, benefit expenditures relate to the 1986-87 fiscal year and data on beneficiaries to March 1987. For certain programs, quarterly data are provided for the period from June 1986 to December 1987. For those programs which operate on a calendar year basis, information is provided for 1986. Because of the difficulty of determining administrative costs and allocating them to specific programs, these costs have been excluded from the program statistics, where possible. Therefore, benefit expenditures, which have been rounded to the nearest thousand dollars, represent net amounts in most instances.

The report identifies benefit rates in effect during 1988 or as of January 1988, depending on the program, and any changes in benefit levels since those quoted in the January 1987 edition of the Inventory.

It should be noted that income security programs that provide benefits-in-kind, rather than cash benefits, are not included in this Inventory. Among the types of programs excluded are social services, subsidized housing, day care, home care, health care and institutional care.

There are six appendices to the report which provide historical data and supplementary information.

Every attempt has been made to use consistent terminology throughout the Inventory. In all instances, the term "provinces" has been used to refer to both provinces and territories. For additional information on terminology used in this report, please refer to the Glossary, Appendix G.

1 For the purposes of this section, "veterans' financial benefit programs" refers to two specific programs: Veterans' and Civilians' Disability Pensions and War Veterans' and Civilian War Allowances.

The following symbols are used throughout this report.

n/a	not available
--	not applicable
e	estimate
p	preliminary
r	revised

Program Objectives

The income security programs included in this report have, as their purpose, one or more of the following objectives:

i) the assurance of adequate individual or family income through the transfer of financial benefits;

ii) the assurance of continuity of individual or family income by protection against unforeseen interruption of earnings;

iii) the provision of an incentive to work and/or improve an individual's opportunities for self-sufficiency; and

iv) the assurance of a reasonable lifetime distribution of income through transfers to persons whose economic or demographic characteristics tend to place stringent restrictions on their disposable incomes (e.g., the young, the elderly and parents with dependent children).

While these objectives, either individually or in some combination, underlie all Canadian income security programs, each program varies in its method of meeting these goals. Nonetheless, similarities do exist among certain programs in terms of benefits provided and/or persons served. By focusing upon certain kinds of similarities, for example, in eligibility criteria, one can organize the vast array of initiatives into distinct types of programs which make up the income security system.

Organization of the Report

Generally, the programs discussed in the Inventory have been categorized first by target group (identified by certain demographic characteristics of the beneficiaries) and second, when applicable, by jurisdictional responsibility. Target groups discussed in this report include senior citizens, children and war veterans. For example, Chapter 3 focuses on financial benefit programs for children and examines these at the federal and provincial levels of administration .

However, target groups are not necessarily mutually exclusive as they may overlap or be contained one within the other. For example, war veterans may also be senior citizens, homeowners are not separate from families, and families with children are a subgroup of the larger category of families. Also, programs may be targeted to more than one group. For example, a shelter assistance program may be designed to aid low-income persons, regardless of age, and seniors, regardless of income. For these reasons, a target group classification, even when used in conjunction with jurisdictional responsibilities, does not provide sufficient flexibility for classifying all of the programs described in this inventory.

As a result, programs that do not lend themselves to organization by target group have been set apart and described as a separate program type, typically on the basis of the kind of benefits which are paid rather than the persons to whom they are paid. Chapter 5, "Provincial Taxation and Shelter Assistance Programs", is an example of this type of program grouping.

Chapter 2 adopts all three approaches in that it focuses upon financial benefits for senior citizens, describes these by jurisdictional responsibility (federal or provincial), and further classifies provincial programs by type (income supplementation programs and taxation and shelter assistance programs). The reader is invited to refer to Tables P.1 and P.2 (in the Preface) for a listing of all programs covered in this report, by jurisdiction and program type.

Recent Trends in Income Security in Canada

Income security programs are designed to respond to the financial needs of Canadians. By their nature, then, these programs are influenced by changes in Canada's economic and social structure. Over the past few years, factors such as relatively high unemployment, the increase in two-earner and single-parent families and the growing number of elderly persons (particularly unattached women) have been at least partly responsible for recent trends in income security.

Many of the income security programs in this report have undergone changes since the writing of the January 1987 edition. The following pages highlight these changes with the exception of rate changes; full details may be found in the relevant chapters. Appendix C provides supplementary information on current benefit levels.

Highlights of Program Changes: January 1987 - January 1988[1]

Chapter 2 - Senior Citizens' Financial Benefit Programs

Old Age Security, Guaranteed Income Supplement and Spouse's Allowance

- Reciprocal International Social Security Agreements with Austria came into effect on November 1, 1987, and with Saint Lucia and Spain on January 1, 1988.

Provincial Income Supplementation Programs - Nova Scotia

Special Social Assistance

- In December 1987, the Department of Social Services, which administers the program, was renamed the Department of Community Services.

Provincial Taxation and Shelter Assistance Programs - Alberta

Property Tax Reduction Benefits (including Senior Homeowner Refund)

- As of April 30, 1987, the Senior Homeowner Refund is only available to eligible seniors (persons 65 years of age and over, widow(er)s aged 60 to 64 whose deceased spouse was 65 years or over and eligible at the time of death, or a widow(er) aged 55 to 64 who is receiving benefits under the Widows' Pension Act). Formerly, the program also provided benefits to non-seniors, and was known as the Homeowner Refund.

Senior Citizens' Home Heating Protection Program

- The program has been extended to December 31, 1990 from December 31, 1987.

Chapter 3 - Children's Financial Benefit Programs

Child Tax Credit

- Beginning with the 1987 tax year, the income reduction point for the Child Tax Credit is indexed annually by the amount by which inflation exceeds 3%.
- Effective with the 1988 taxation year, the Child Tax Credit has been increased by a supplement in respect of children aged six years and under at the end of the year. The supplement for each eligible child ($100 for 1988) must be reduced by 25% of the child care expenses claimed for that child for the year.
- Effective with the 1988 taxation year, the definition of an "eligible child" includes a child who attains 18 years of age in the year. However, the recipient of Family Allowances for that child must be entitled to receive Family Allowances in respect of that child for the month the child turns 18 years of age.
- The November 1988 prepayment of the Child Tax Credit has been limited to two-thirds of the Child Tax Credit plus the full $100 supplement, provided that no child care expenses were claimed in respect of the child for the preceding year.

Quebec

Quebec Family Allowances (Allocations familiales du Québec)

- As of January 1988, the Quebec government ceased to recapture any Quebec Family Allowances. Previously, at the end of a given year the government recovered, via the income tax system, payments which had been made during the year on behalf of the first two children in a family.

Availability Allowance (Allocation de disponibilité)

- For the 1988 tax year, the existing Availability Allowance (previously claimable through the income tax system) has been replaced by a monthly allowance for eligible children under six years of age. The first benefits will be paid in January 1989.

Parental Wage Assistance Program (Aide aux parents pour leurs revenus de travail - APPORT)

- The Parental Wage Assistance Program (PWA) was designed to encourage low-income parents to remain in or return to the labour market. The first cheques payable under PWA will be issued in July 1988, and benefits will be retroactive to January 1 for clients who register before September 11, 1988. This program will replace the Work Income Supplement which is being phased out over a two-year period, beginning in January 1988.

1 Provisions which came into effect after January 1988, but affect the 1988 benefit year, have also been included, subject to the information available at the time of the writing of this report.

Saskatchewan

Family Income Plan (FIP)

- Since October 1987, persons who have been receiving Saskatchewan Assistance Plan benefits (regular social assistance) for six consecutive months or more will no longer receive FIP benefits. Instead, their monthly SAP benefit is increased to offset any reduction.

Chapter 4 - Provincial and Municipal Social Assistance Programs

Newfoundland

- Provincial training allowances and similar allowances paid by the federal government to participants in projects under the federal-provincial agreement on the employability of social assistance recipients are now included in the types of income against which an earnings exemption may be applied (retroactive to August 1986) in the calculation of social assistance entitlement.

Prince Edward Island

- In September 1987, a Welfare Assistance Review Committee was established to examine "the structure and adequacy of ... benefits; policy and program features to encourage employment and other alternatives to welfare assistance; and housing issues confronting recipients". The Committee's recommendations are expected at the beginning of 1989.
- In October 1987, the federal government and P.E.I. signed an agreement allocating $2 million to improving the employability of social assistance recipients.
- Under the provincial commitment to the federal-provincial employability enhancement agreement, the requirement concerning 12 months' absence from the work force prior to the application of earnings exemptions has been waived for clients who participate in programs under this agreement.

Nova Scotia

- In August 1987, the federal government and Nova Scotia signed an agreement allocating $10 million to improving the employability of social assistance recipients.
- In December 1987, the Department of Social Services was renamed the Department of Community Services.

New Brunswick

- In September 1987, the social assistance indexation provision was modified such that the Consumer Price Index would henceforth be used only as an approximate guide for determining rate increases. This allows the province to exceed CPI levels as required when setting new benefit levels (which it did in the fall of 1987); the previous provision limited increases to the annual CPI escalation rate.

Quebec

- In December 1987, the Ministry of Manpower and Income Security released a position paper entitled "Towards an Income Security Policy", in which the Quebec government announced its plan to establish a new income security system based on reform of the existing social aid program and the introduction of a new work income supplement program. There are three components to this new policy:
  - i) Financial Support Program (Programme soutien financier) - unemployable individuals;
  - ii) Employment Incentive Program (Programme d'actions positives pour le travail et l'emploi - APTE) - employable individuals; and
  - iii) Parental Wage Assistance Program (Aide aux parents pour leurs revenus de travail - APPORT).

  The Parental Wage Assistance Program (PWA) applies as of the 1988 taxation year, while the Financial Support and Employment Incentive Programs will only be implemented as of August 1989.
- A Parliamentary Committee was established to evaluate the policy proposals through public consultation. After five weeks of public consultation beginning in February 1988, the proposals were to be reassessed, revised if necessary and then tabled in the National Assembly.
- The Work Income Supplement is being phased out over a two-year period beginning in January 1988 in favour of the Parental Wage Assistance Program (Aide aux parents pour leurs revenus de travail), which is taking effect in the same month. Maximum Work Income Supplement levels are decreased by one-third for the year 1988 and by two-thirds for the year 1989.

Ontario

- In July 1987, the federal government and Ontario signed an agreement allocating $100 million over two years to improving the employability of social assistance recipients.
- In November 1987, social assistance regulations (provincial Family Benefits and municipal General Welfare Assistance) were amended to abolish the "spouse-in-the-house" rule. A recipient will continue to be treated as a single person (and therefore maintain eligibility as a sole support parent) unless he/she resides with another person who has a legal obligation to support the recipient or any dependent children. Under the Family Law Act, an obligation to support can arise as a result of marriage, three years continuous cohabitation or cohabitation of some permanence where a man and a woman are together the natural or adoptive parents of a child.
- The final report and recommendations of the Social Assistance Review Committee were published in September 1988.

Manitoba

- In January 1987, the federal government and Manitoba signed an agreement allocating $12 million to improving the employability of social assistance recipients.

Saskatchewan

- In October 1987, earnings exemption provisions were modified to set maximum monthly exemption levels by size of household and to allow for higher exemption levels for client households in the "Disability" category; as of the same date, the earnings exemption for fully employable clients begins to take effect only after a client household has been in receipt of social assistance for three consecutive months.
- In January 1988, Saskatchewan established a province-wide three-tier system of allowances for shelter and utilities. The highest shelter allowances and the lowest utility allowances are paid in Regina and other specified large urban centres; the inverse is true in rural areas, where shelter costs are generally lower and utility rates higher.

Alberta

- In May 1987, the adult's personal allowance was extended to the oldest child in a single parent family. Food allowances were reduced for single persons, and the shelter allowances were reduced for single persons who are employable.
- In July 1987, the federal government and Alberta signed an agreement allocating $32 million to improving the employability of social assistance recipients.

British Columbia

- Since September 1986, incentive allowances for rehabilitation or employment paid by the Ministry of Social Services and Housing are totally exempt from the calculation of financial resources.

Northwest Territories

- In June 1987, the federal government and the Northwest Territories signed an agreement allocating $1.5 million from each level of government to improving the employability of social assistance recipients.

Chapter 5 - Provincial Taxation and Shelter Assistance Programs

New Brunswick

Residential Property Tax Allowance Program

- The maximum income for eligible homeowners has been increased to $9,500 (up from $8,500) for 1988.

Assistance for the Reduction of Rental Costs Program

- In the summer of 1987, the name of this program was changed from Rental Assistance for the Elderly and for the Disabled.

Manitoba

Special Farm School Tax Assistance

- The program was replaced in 1988 by the Manitoba Education Tax Reduction Program.

Manitoba Education Tax Reduction Program for Farmers

- This program, effective with the 1988 taxation year, provides a 25% across-the-board reduction in the school taxes assessed on farm land.

Alberta

Remote Area Heating Allowance

- The rebate for 1988 is 25% (down from 35%) of the cost of up to 18,185 litres of propane or 12,275 litres of heating oil.

- The program has been extended to December 31, 1990.

British Columbia

Land Tax Deferment Program

- As of April 1, 1987, interest is charged at a rate of 7 3/4% on deferred taxes (down from 8%).

Northwest Territories

Home Heating Oil Subsidy Program

- The program was cancelled effective April 1, 1987.

Chapter 6 - Provincial Workers' Compensation Programs

- Since January 1987, six jurisdictions have instituted an Experience Rating Assessment system which modifies the historical method of financing workers' compensation through assessments based upon the average claims experience of a rate group. In experience-rated undertakings, merit reductions or surcharges are applied based on the safety records of individual employers within similar industries. In total, seven jurisdictions now use this system.

Chapter 7 - Federal and Provincial Pension Plan Programs

Canada Pension Plan

- Reciprocal International Social Security Agreements with Austria came into effect on November 1, 1987, and with Saint Lucia and Spain on January 1, 1988.

Quebec Pension Plan

- A reciprocal International Social Security Agreement with Saint Lucia came into effect January 1, 1988.

Saskatchewan Pension Plan

- Effective with the 1988 contribution year, changes were made which increased allowable contributions and simplified contribution calculation.

Chapter 8 - Unemployment Insurance

Unemployment Insurance

- Effective January 1988, the variable entrance requirement has been extended to January 1989.
- Since April 1987, and retroactive to January 1986, claimants do not have pension income deducted from their benefits if their claim is based on insurable weeks of work from subsequent employment.
- Since March 1988, and retroactive to March 1987, maternity benefits may be paid to fathers who, because of tragic circumstances, leave work to become the primary caregiver to a newborn infant. This provision also applies to adoption benefits (i.e., where the person who first applied for benefits dies, the other person becomes eligible).
- Since March 1988, and retroactive to March 1987, maternity benefits may be paid for up to 17 weeks following the date the baby comes home from the hospital, rather than from the actual or expected birth date.

Chapter 9 - War Veterans' Financial Benefit Programs

Veterans' and Civilians' Disability Pensions

- Effective September 1987, the Veterans Appeal Board replaces the Pension Review Board.

War Veterans' and Civilian War Allowances

- Effective September 1987, the Veterans Appeal Board replaces the War Veterans Allowances Board.

Table 1.1a
Income Security Programs in Canada
Benefit Expenditures by Program
1984-85, 1985-86 and 1986-87

Program	1984-85		1985-86		1986-87	
	$000,000	Percent of Total	$000,000	Percent of Total	$000,000	Percent of Total
Family Allowances	2,418	5.7	2,501	5.5	2,534	5.2
Child Tax Credit[1]	1,494	3.5	1,484[r]	3.3	1,573	3.2
OAS/GIS/SPA (Total)	11,418	26.7	12,525	27.6	13,445	27.6
Old Age Security	8,216		8,858		9,520	
Guaranteed Income Supplement	2,953		3,319		3,451	
Spouse's Allowance	249		348[7]		473	
Veterans' Programs (Total)	1,133	2.7	1,151	2.5	1,154	2.4
War Veterans' and Civilian War Allowance	465		454		425	
Veterans' and Civilians' Disability Pensions	668		697		729	
CPP and QPP (Total)	5,852	13.7	6,787	15.0	7,854	16.1
Canada Pension Plan	4,223		4,887		5,721	
Quebec Pension Plan	1,629		1,900		2,133	
Unemployment Insurance	10,171	23.8	10,127	22.3	10,640	21.9
Workers' Compensation[1,2]	2,522	5.9	2,742[r]	6.0	3,148	6.5
Social Assistance (Total)[5]	5,375	12.6	5,807	12.8	5,992	12.3
Federal Share (CAP)[3]	2,761		2,940		3,063	
Provincial Share (Net)[4]	2,614		2,867		2,929	
Provincial Tax Grants and Income Supplements[6]	2,339	5.5	2,231	4.9	2,329	4.8
Total[8]	42,722	100.0	45,355	100.0	48,668	100.0

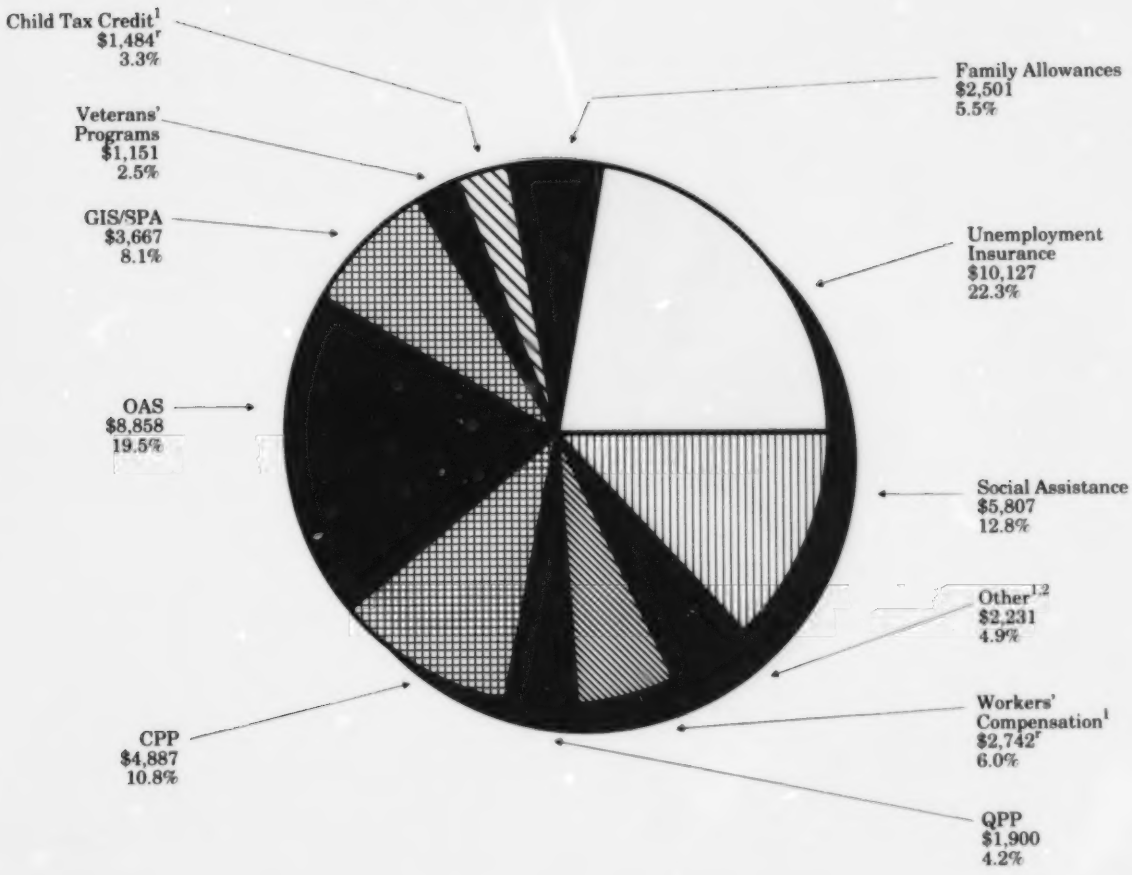
1. Data are for 1984, 1985 and 1986 calendar years.
2. Includes compensation for wage loss, disability expenses, funeral expenses and medical aid.
3. Represents federal payments made during indicated fiscal year and may include amounts paid retroactively for expenditures incurred by provinces/territories in previous years.
4. Calculated as the net difference between the total social assistance expenditures and the federal share.
5. Represents the total of all cost-shared social assistance programs.
6. Amounts are estimates based on data contained in this report.
7. Widowed Spouse's Allowance was introduced in September 1985.
8. Totals may not add due to rounding.

Table 1.1b
Income Security Programs in Canada
Benefit Expenditures in Constant Dollars[1] by Program
1984-85, 1985-86 and 1986-87

Program	1984-85		1985-86		1986-87	
	$000,000	Annual Percentage Change[2]	$000,000	Annual Percentage Change[2]	$000,000	Annual Percentage Change[2]
Family Allowances	2,186	-0.5	2,162	-1.1	2,094	-3.1
Child Tax Credit	1,351	-1.1	1,262	-6.6	1,300	3.0
OAS/GIS/SPA (Total)	10,324	5.1	10,825	4.9	11,112	2.7
Old Age Security	7,429	2.8	7,656	3.1	7,868	2.8
Guaranteed Income Supplement	2,670	12.0	2,869	7.4	2,852	-0.6
Spouse's Allowance	225	2.3	301[3]	33.6	391	29.9
Veterans' Programs (Total)	1,024	0.4	995	-2.9	954	-4.1
War Veterans' and Civilian War Allowances	420	5.5	392	-6.7	351	-10.5
Veteran's and Civilian's Disability Pensions	604	-2.8	602	-0.3	602	0.0
CPP and QPP (Total)	5,291	13.5	5,866	10.9	6,491	10.7
Canada Pension Plan	3,818	10.6	4,224	10.6	4,728	11.9
Quebec Pension Plan	1,473	21.8	1,642	11.5	1,763	7.4
Unemployment Insurance	9,196	-1.9	8,753	-4.8	8,793	0.5
Workers' Compensation	2,280	7.1	2,367	3.8	2,602	9.9
Social Assistance (Total)	4,954	5.9	5,103	3.0	4,952	-3.0
Federal Share (CAP)	2,496	7.0	2,541	1.8	2,531	-0.4
Provincial Share (Net)	2,458	4.9	2,562	4.2	2,421	-5.5
Provincial Tax Grants and Income Supplements	2,087	1.9	1,931	-7.5	1,925	-0.3
Total[4]	38,693	3.7	39,264	1.5	40,222	2.4

1. Fiscal year 1982-83 has been used as the base year; subsequent years have been adjusted based on the Consumer Price Index.
2. Percent changes are calculated from unrounded expenditure data.
3. Widowed Spouse's Allowance was introduced in September 1985.
4. Totals may not add due to rounding.

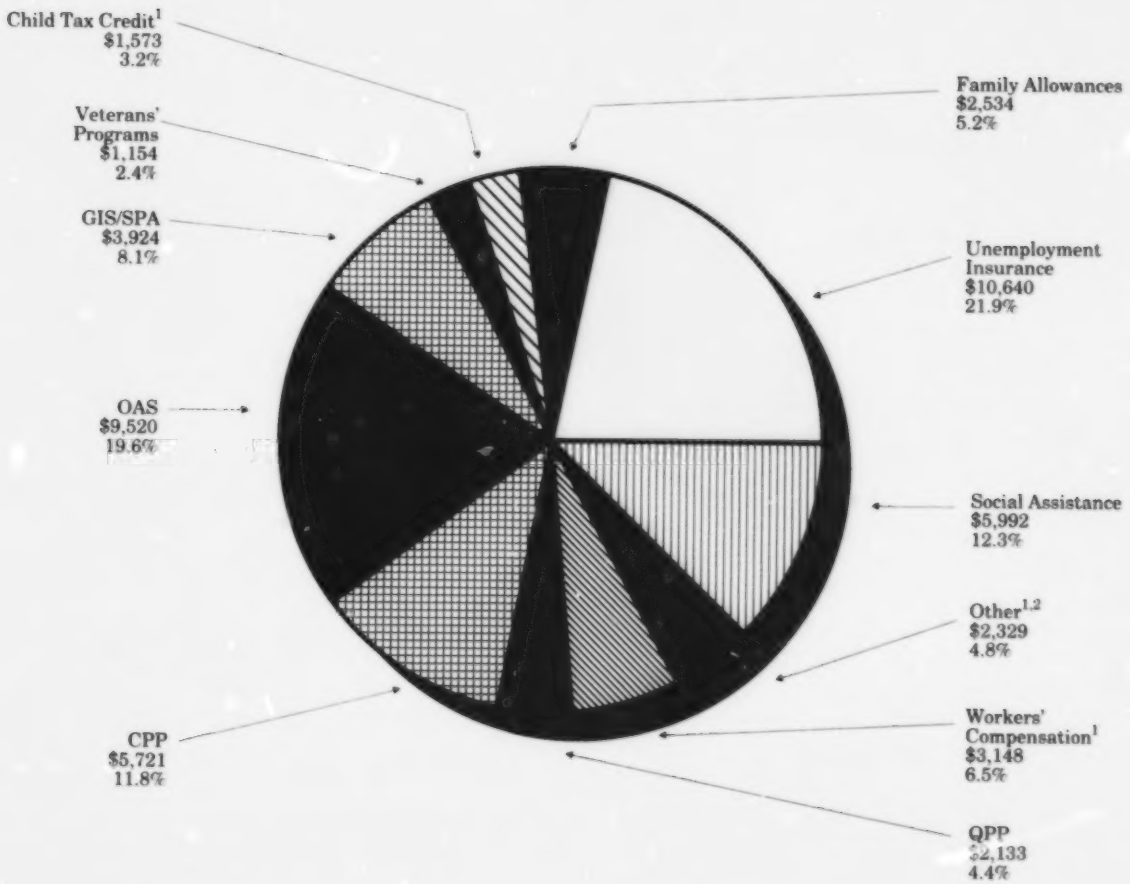
Figure 1.1a
Income Security Programs in Canada
Benefit Expenditures by Program
1985-86
($ 000,000's)



Total Program Expenditures: $45,355 million

1. Expenditures for Workers' Compensation, Child Tax Credit and some provincial taxation/shelter assistance and income supplementation programs are for the 1985 calendar year.
2. Includes provincial taxation/shelter assistance and income supplementation programs.

Figure 1.1b
Income Security Programs in Canada
Benefit Expenditures by Program
1986-87
($ 000,000's)



Total Program Expenditures: $48,669 million

1. Expenditures for Workers' Compensation, Child Tax Credit and some provincial taxation/shelter assistance and income supplementation programs are for the 1986 calendar year.
2. Includes provincial taxation/shelter assistance and income supplementation programs.

Senior Citizens' Financial Benefit Programs

Various federal and provincial programs provide financial benefits to senior citizens. This chapter describes the federal Old Age Security, Guaranteed Income Supplement and Spouse's Allowance programs. Benefits may also be payable to elderly persons under the Canada, Quebec and Saskatchewan Pension Plans; these programs are described in Chapter 7. Federal income tax provisions which are of benefit to elderly persons are discussed in Appendix E of this report.

Two main types of provincial income security programs for seniors are also discussed in this chapter. Income supplementation or "top-up" programs pay cash benefits which are in addition to the federal Guaranteed Income Supplement and, in some provinces, the Spouse's Allowance. Two provinces also provide income supplements to seniors not in receipt of federal benefits. Provincial taxation and shelter assistance programs either reduce taxes (personal, property and/or school) or subsidize rental accommodation costs for low-income seniors.

This report does not cover service-oriented programs for seniors such as homes for special care, home care, and medical care.

Federal Programs

The Old Age Security (OAS), Guaranteed Income Supplement (GIS) and Spouse's Allowance (SPA) programs were established to provide the elderly with some measure of financial security. They are administered by the Department of National Health and Welfare under the Old Age Security Act. The effective dates for the programs are as follows: OAS - 1952, GIS - 1967, SPA - 1975.

Old Age Security provides a basic income for persons aged 65 or over. The Guaranteed Income Supplement is payable to OAS pensioners with little or no income other than OAS, thus providing them with a minimum guaranteed level of income. The Spouse's Allowance is payable to OAS pensioners' spouses 60 to 64 years of age whose income is below certain levels; these households are thus guaranteed a minimum income equivalent to that of a GIS pensioner couple. It is also payable to 60- to 64-year-old low-income widow(er)s, to ensure a minimum income until they become eligible for OAS. All three programs provide monthly benefits.

The OAS/GIS/SPA rates are escalated quarterly at the full rate of increase in the Consumer Price Index (CPI). OAS benefits are considered as taxable income under the Income Tax Act. Unlike OAS benefits, GIS and SPA benefits are not classed as taxable income. However, they can affect the personal tax credits of an individual claiming a recipient of either benefit as a dependant, since the benefits must be included when computing the net income of a dependant for income tax purposes.

Maximum monthly benefit rates for the quarters beginning January 1987 to January 1988 for OAS, GIS, and SPA are shown in Table 2.1; rates from 1985 to 1988 may be found in Appendix C.

Old Age Security

Eligibility

General

All persons in Canada aged 65 or over who are Canadian citizens or legal residents may qualify for either a full or a partial OAS pension, depending on their years of residence in Canada after reaching age 18. Payment of the pension normally begins in the month following a person's 65th birthday, provided that application has been made in advance. In the case of a late application, retroactive payments for up to five years may be approved.

There are two methods of meeting residence requirements for a full pension. Persons who were 25 years of age or over on July 1, 1977, and either resident in Canada on that date or with some prior residence, will qualify if they have resided in Canada

for the 10 years immediately prior to application. Persons who were not yet 25 or not yet resident in Canada on July 1, 1977, will qualify for a full pension only if they have resided in Canada for 40 years after reaching age 18. Those who cannot qualify for a full pension may receive a partial pension, provided they have at least 10 years' residence.

The OAS pension may be paid indefinitely outside of Canada if the pensioner has resided in Canada for at least 20 years after age 18. Otherwise, it may be paid for six months following the month of departure from Canada, to be resumed when the pensioner returns to Canada.

International Social Security Agreements

Reciprocal International Social Security Agreements with other countries are designed to ensure that no one is left without coverage and to avoid duplication of coverage. Persons who are residing or have resided in a reciprocating country may add those periods of residence to their residence in Canada in order to satisfy the minimum residency requirements for OAS. Once eligibility has been established, the amount of OAS payable is proportionate to the actual periods of residence in Canada (see "Benefits"). Similar provisions apply in other contracting countries for establishing eligibility and determining benefits payable.

As of January 1988, agreements exist with Italy, France, Portugal, Greece, Jamaica, the United States, Barbados, Denmark, Sweden, Belgium, Norway, Austria, Saint Lucia and Spain. In addition, agreements have been signed with the Federal Republic of Germany, Luxembourg, Finland and the Netherlands to take effect when ratified by Canada and the other countries.

Financial Eligibility

The Old Age Security pension is universal for those aged 65 years and over, subject only to residence requirements. No income or asset tests are applied.

Benefits

Persons meeting the full residence requirements for OAS receive the full pension. A partial OAS pension is calculated at the rate of 1/40th of the full pension for each year of residence in Canada for those who have at least 10 years' residence. The partial rate is established at the time of application and does not increase with years of residence after age 65.

Financing

Payments to beneficiaries of OAS are made out of the federal government's Consolidated Revenue Fund.

Guaranteed Income Supplement

Eligibility

General

OAS pensioners with no income or only a limited amount of income apart from OAS may, upon annual application, receive full or partial GIS benefits. Recipients of GIS benefits must reapply annually by April 30.

If pensioners leave Canada, the Supplement is paid for six months following the month of departure, then is discontinued until their return.

Financial Eligibility

The amount of GIS to which an individual is entitled is determined by marital status and income. If the pensioner is married, the combined income of the pensioner and spouse is taken into account. The value of any assets which the household may have does not affect eligibility for GIS.

Income for GIS purposes is, for the most part, computed in accordance with the Income Tax Act (i.e., net income). For purposes of GIS, income includes any money which the pensioner receives such as an earnings-related retirement pension, interest, dividends, rents, wages, etc. Nonetheless, the Old Age Security Act specifically exempts certain sources of income, such as OAS benefits, federal Family Allowances, the Child Tax Credit, Canada/Quebec Pension Plan death benefits, Home Insulation Grants, social assistance benefits, Veterans' Disability Pensions and War Veterans' Allowances. Workers' compensation payments, however, are considered as income.

Generally speaking, net income in the previous calendar year is used to determine the amount of benefits payable in a fiscal year (which starts on April 1). If a pensioner or spouse expects a reduction in income during the current year because of retirement or a reduction in or a cessation of private pension income, an estimate of the current calendar year's income may be substituted in order to determine the amount of entitlement. Should the actual income, in fact, exceed the estimated amount, excess payment amounts shall be deducted from any subsequent payments of the supplement or pension.

Benefits

There are two rates for the Guaranteed Income Supplement. One applies to single pensioners (which includes widowed, divorced or separated persons as well as individuals who have never married) and also to married pensioners whose spouses are not in receipt of either the basic Old Age Security pension or the Spouse's Allowance. The other rate applies to

spouses in married couples (which includes both legally married couples and, in some instances, couples living in common-law relationships) where both spouses are pensioners. (Married couples who are forced by circumstances to live apart may be paid at the single rate.) The single rate is higher than the married rate. However, because each spouse in a married couple is entitled to an individual supplement, the combined benefits available to a married couple are substantially higher than those available to a single person.

In the case of a single pensioner, the maximum monthly Supplement is reduced by $1 for each $2 of monthly income. In the case of a married couple where both spouses are in receipt of the basic Old Age Security pension, the maximum monthly Supplement of each pensioner is reduced by $1 for every $4 of their combined monthly income.

A special provision applies in the case of a married couple in which only one spouse is a pensioner and the other is not eligible for either the basic Old Age Security pension or the Spouse's Allowance. In this instance, the pensioner is entitled to receive the Guaranteed Income Supplement at the higher rate paid to single persons; moreover, the maximum monthly Supplement is reduced by $1 for every $4 of the couple's combined monthly income. The first reduction of $1 is made only when the combined yearly income of the couple reaches 12 times the basic monthly Old Age Security pension plus $48.

Where a GIS beneficiary is receiving only partial OAS benefits (because of residence requirements), the GIS benefit is increased to make up for any difference between the full OAS amount and the partial OAS benefit being received.

Benefits are indexed quarterly according to the rate of increase in the Consumer Price Index.

Table 2.2 provides a summary of reduction points (income at which GIS begins to be reduced) and cut-off levels (income above which no Supplement is paid) by various family configurations. For example, a single pensioner whose 1986 income (as defined under "Financial Eligibility") was greater than $8,568 and who applied for GIS in April 1987 would not have been eligible. Another single pensioner with income of $5,000 would have been eligible for partial GIS benefits.

Financing

Payments to beneficiaries of GIS are made out of the federal government's Consolidated Revenue Fund.

Spouse's Allowance

Eligibility

General

The spouse of an OAS pensioner may be eligible for a Spouse's Allowance if that spouse is 60 to 64 years of age and has 10 years' residence in Canada. The Spouse's Allowance may be full or partial, in accordance with the OAS residence requirements. Once the residence requirements have been met, eligibility is subject to an income test similar to that for GIS. Recipients of SPA are required to reapply annually by April 30.

The Spouse's Allowance is payable for six months following departure from Canada of either the spouse or the pensioner, whoever leaves first, and may be resumed only when both are back in Canada. The benefit ceases to be payable if the couple becomes separated or divorced.

The spouse who is eligible for a Spouse's Allowance for the month in which the OAS pensioner spouse dies retains eligibility for the Allowance until age 65, or until remarriage; entitlement is based on the income of the surviving spouse only. This provision, known as Extended Spouse's Allowance, was implemented in late 1979.

An amendment to the Old Age Security Act provides for payment of a Spouse's Allowance to any widow(er) who is between the ages of 60 and 64, has been a Canadian resident for at least 10 years prior to the date of application and meets the income eligibility criterion. Benefits under the Widowed Spouse's Allowance became payable to eligible widow(ers) as of September 1985.

Financial Eligibility

For couples, the SPA benefit is based on their combined annual income, whereas for beneficiaries of Extended SPA and Widowed SPA, it is based on the surviving spouse's income only. (Refer to "GIS - Financial Eligibility" for the definition of income.) Assets are not taken into consideration for entitlement purposes.

Benefits

The amount of Spouse's Allowance to which an applicant is entitled is determined by the length of the applicant's period of residence in Canada and the combined annual income of the applicant and the pensioner spouse. The maximum amount of the OAS-equivalent portion of a Spouse's Allowance to which an individual is entitled is determined according to the same rules as those used for the basic Old Age Security pension. One important difference, however, is that where the OAS-equivalent portion of

the Spouse's Allowance is a partial amount, that amount may be increased for each additional year of residence in Canada between the ages of 60 and 64.

The maximum full monthly Spouse's Allowance is payable if residence criteria for full OAS are met, and is equal to the full basic OAS pension plus maximum GIS at the married rate. The maximum partial Allowance (based on residence and payable with a minimum of 10 years' residence) is made up of an amount equal to 1/40th of the OAS pension for each year of residence in Canada plus maximum GIS at the married rate.

The Spouse's Allowance is reduced by $3 for every $4 of the couple's combined monthly income until the OAS equivalent is eliminated. After that, the GIS equivalent of the Spouse's Allowance and the GIS of the pensioner are each reduced by $1 for every additional $4 of combined monthly income.

In the case of the Extended Spouse's Allowance and Widowed SPA, the maximum monthly Allowance is reduced by $3 for every $4 of the surviving spouse's monthly income until the OAS equivalent is eliminated; then it is reduced by $1 for every additional $2 of monthly income.

Financing

SPA payments are made from the federal government's Consolidated Revenue Fund.

Table 2.1
Old Age Security, Guaranteed Income Supplement and Spouse's Allowance
Maximum Monthly Benefits by Program
January 1987 to January 1988

Program	Jan. 1987	April 1987	July 1987	Oct. 1987	Jan. 1988
Old Age Security (OAS)	$297.37	$300.34	$303.64	$308.19	$310.66
Guaranteed Income Supplement (GIS)					
Single Pensioner and One-Pensioner Family	353.41	356.94	360.87	366.28	369.21
Two-Pensioner Family (amount paid to each pensioner)	230.17	232.47	235.03	238.56	240.47
Spouse's Allowance (SPA)					
Regular	527.54	532.81	538.67	546.75	551.13
Extended/Widowed	582.42	588.24	594.71	603.63	608.46
OAS plus GIS					
Single Pensioner and One-Pensioner Family	650.78	657.28	664.51	674.47	679.87
Two-Pensioner Family (amount paid to each pensioner)	527.54	532.81	538.67	546.75	551.13

Table 2.2
Guaranteed Income Supplement and Spouse's Allowance
Reduction Points[1] and Cut-Off Levels[2] of Annual Income[3] by Payment Marital Status
January 1987 to January 1988

Payment Marital Status	Jan. 1987	April 1987	July 1987	Oct. 1987	Jan. 1988
Single Pensioner					
Reduction Point	$ 24	$ 24	$ 24	$ 24	$ 24
Cut-Off Level	8,496	8,568	8,664	8,808	8,880
Married, Two-Pensioner Family[4]					
Reduction Point	48	48	48	48	48
Cut-Off Level	11,088	11,184	11,328	11,472	11,568
Married, One-Pensioner Family[4]					
Reduction Point	3,648	3,696	3,696	3,792	3,792
Cut-Off Level	20,592	20,784	20,976	21,360	21,504
Married, Pensioner/SPA Family[4]					
For Pensioner					
Reduction point	4,848	4,896	4,944	4,992	5,040
Cut-off level	15,888	16,032	16,224	16,416	16,560
For SPA Recipient					
First reduction point[5]	48	48	48	48	48
Second reduction point[6]	4,848	4,896	4,944	4,992	5,040
Cut-off level	15,888	16,032	16,224	16,416	16,560
SPA, Extended or Widowed					
First Reduction Point[5]	48	48	48	48	48
Second Reduction Point[6]	4,824	4,872	4,920	4,968	5,016
Cut-Off Level	11,664	11,760	11,904	12,048	12,144

1. A reduction point is a defined level of annual income. Beneficiairies with income below this amount receive maximum GIS benefits; those with income at or above this amount receive partial benefits.
2. A cut-off level is the maximum amount of annual income a person can receive and still be eligible for GIS or SPA benefits.
3. Income for GIS purposes is, for the most part, computed in accordance with the Income Tax Act.
4. Reduction points and cut-off levels are based on the combined income of both spouses.
5. This is the point where the OAS equivalent portion of SPA starts to reduce.
6. This is the point where the GIS equivalent portion of SPA starts to reduce.

Table 2.3
**Old Age Security,
Guaranteed Income Supplement
and Spouse's Allowance**
Number of Beneficiaries by
Province/Territory and Program
March 1987

Province/Territory[1]	OAS only	GIS	Total OAS/GIS	Percentage GIS (%)[2]	SPA	Total OAS/ GIS/ SPA
Newfoundland	10,625	40,786	51,411	79.33	5,183	56,594
Prince Edward Island	5,135	10,950	16,085	68.08	1,094	17,179
Nova Scotia	40,084	65,298	105,382	61.96	7,146	112,528
New Brunswick	28,737	52,234	80,971	64.51	6,099	87,070
Quebec	266,896	398,303	665,199	59.88	45,087	710,286
Ontario	604,245	402,277	1,006,522	39.97	43,142	1,049,664
Manitoba	67,681	67,728	135,409	50.02	6,680	142,089
Saskatchewan	65,869	63,713	129,582	49.17	5,988	135,570
Alberta	102,014	90,003	192,017	46.87	9,042	201,059
British Columbia	203,676	147,553	351,229	42.01	13,862	365,091
Yukon	414	454	868	52.30	56	924
Northwest Territories	262	1,165	1,427	81.64	100	1,527
International Agreements[3]	7,475	4,927	12,402	39.73	285	12,687
Total	1,403,113	1,345,391	2,748,504	48.95	143,764	2,892,268

1. Eligible persons outside Canada are paid by the regional office in their last province of residence and are included in the count for that province.
2. The number of GIS beneficiaries is expressed as a percentage of the total number of OAS/GIS beneficiaries.
3. All persons paid under International Social Security Agreements.

Table 2.4
Old Age Security,
Guaranteed Income Supplement
and Spouse's Allowance
Number of Beneficiaries[1] by
Age Group and Sex
June 1987

Age Group	OAS only	GIS max.	GIS partial	SPA	Total
Males					
60-64	--	--	--	12,565	12,565
65-69	273,197	30,501	119,719	--	423,417
70-74	195,593	19,935	111,239	--	326,767
75-79	114,188	13,540	90,287	--	218,015
80-84	51,013	9,132	56,867	--	117,012
85-89	17,967	6,513	25,166	--	49,646
90+	7,461	4,355	9,574	--	21,390
Total	659,419	83,976	412,852	12,565	1,168,812
Females					
60-64	--	--	--	123,698	123,698
65-69	300,521	34,920	170,120	--	505,561
70-74	214,037	34,954	166,691	--	415,682
75-79	134,999	36,230	137,539	--	308,768
80-84	72,554	33,511	94,060	--	200,125
85-89	33,793	24,725	49,163	--	107,681
90+	16,866	16,771	26,308	--	59,945
Total	772,770	181,111	643,881	123,698	1,721,460

1. Excluded from this table are approximately 9,700 pensioners receiving a joint Old Age Security and Canada Pension Plan cheque (melded accounts - CPP payment very small, no GIS), approximately 13,200 persons qualifying for OAS through International Social Security Agreements, and about 400 persons with errors on their computer records. These exclusions do not apply to Table 2.3.

Table 2.5
Old Age Security, Guaranteed Income Supplement and Spouse's Allowance
Benefit Expenditures by Province/Territory and Program
1986-87
($000's)

Province/Territory[1]	OAS	GIS	SPA	Total[2]
Newfoundland	179,118	114,844	22,256	316,218
Prince Edward Island	56,319	30,511	4,405	91,235
Nova Scotia	367,814	172,012	26,108	565,935
New Brunswick	281,780	139,503	23,485	444,767
Quebec	2,314,136	1,043,237	147,524	3,504,897
Ontario	3,495,009	978,227	130,334	4,603,570
Manitoba	471,337	171,956	22,102	665,395
Saskatchewan	452,345	166,691	20,424	639,461
Alberta	666,353	228,120	29,419	923,892
British Columbia	1,214,782	366,724	44,437	1,625,943
Yukon	3,018	1,397	230	4,645
Northwest Territories	5,118	3,993	580	9,692
International Agreements[3]	12,918	34,161	1,934	49,014
Total[2]	9,520,047	3,451,376	473,240	13,444,662

1. Eligible persons outside Canada are paid by the regional office in their last province of residence and are included in the count for the province.
2. Totals may not add due to rounding.
3. All payments made under International Social Security Agreements.

Provincial Programs

Provincial Income Supplementation Programs

Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta, British Columbia, the Yukon and the Northwest Territories provide "top-up" benefits to OAS/GIS or SPA recipients who meet income requirements. The programs differ in terms of the level of benefits payable, the frequency of payment, residence requirements, etc. This section also describes income supplements payable to eligible seniors in Manitoba and Alberta who are not receiving federal OAS/GIS/SPA benefits. Benefits paid under these programs are not taxable. The benefit levels of most programs are increased on an ad hoc basis as the cost of living increases; exceptions are noted in individual program summaries. Persons aged 65 years and over who are ineligible for OAS/GIS because of the residence requirements may receive enhanced income assistance under regular provincial social assistance legislation.

Nova Scotia

Special Social Assistance

All residents of the province of Nova Scotia who are in receipt of GIS in March of a given year are eligible for Special Social Assistance (SSA). Application for benefits must be made each year. A lump sum payment is made each May to eligible applicants, with the amount of assistance scaled to the level of GIS received in March. The following benefit levels applied to payments made in May 1986, 1987 and 1988:

GIS Level	SSA Benefit
Maximum GIS	$219
2/3 to maximum	197
1/3 to 2/3	146
Less than 1/3	109

The program was introduced in 1973 and is administered by the Department of Community Services under the Senior Citizens Financial Aid Act.

Beneficiaries:	May 1987	58,546
Benefit Expenditures:	1986-87	$10,361,000

(NOTE: Represents expenditures for the month of May 1987 in respect of the beneficiaries noted)

Ontario

GAINS-A (Guaranteed Annual Income System)

GAINS-A provides a monthly benefit to Ontario residents in receipt of GIS who meet certain income and residence requirements. A person must have lived in Ontario for the year prior to qualifying for GAINS-A, or for at least 20 years after turning 18 years of age. No application is required as eligibility is automatically established based on GIS entitlement.

The maximum GAINS-A supplement for an eligible single person is $83 monthly since December 1984; the couple's rate is $83 per spouse per month since July 1984.

The reduction rate for GAINS-A is the same as for GIS. A single pensioner who reported an annual 1986 income of $1,992 or more (for 1987-88 GIS entitlement) would receive no benefits under GAINS-A. Similarly, a two-pensioner couple with a combined annual income for 1986 of $3,984 or more would not be eligible for GAINS-A.

The Ministry of Revenue administers this program, which began in 1974, under the Ontario Guaranteed Annual Income Act.

Beneficiaries:	March 1987	180,533
Benefit Expenditures:	1986-87	$125,648,000

Manitoba

55 Plus - A Manitoba Income Supplement

55 Plus - A Manitoba Income Supplement provides quarterly benefits to Manitobans who are 55 years of age and over and whose income falls within certain specified levels. Persons receiving benefits from OAS/GIS/SPA need not apply for benefits from 55 Plus, as their eligibility is automatically determined from their annual application for GIS or SPA. Persons 55 years of age and over who are not in receipt of GIS or SPA and who have incomes within specified levels must apply directly to the program in order to receive benefits. An initial application may be made at any time during the year initially and annually thereafter. Where a recipient ceases to reside in Manitoba, payment of the benefit will be terminated in the quarter following the month in which the person has left the province. The 55 Plus benefit year runs from April to March.

The maximum quarterly supplement for 1987-88 is $98.20 for a single, widowed or divorced OAS/GIS pensioner or a pensioner whose spouse is not receiving OAS/GIS/SPA. For married couples where both spouses are receiving OAS/GIS or where one spouse is an OAS/GIS pensioner and the other is

receiving SPA, the maximum supplement is $105.50 quarterly for each spouse. The maximum is also $105.50 for recipients of Extended or Widowed Spouse's Allowance.

The reduction rate is the same as for GIS benefits; that is, for certain amounts of additional income, both the Manitoba Income Supplement and GIS are equally reduced at a stipulated rate. A single pensioner who reported an annual 1986 income of $720 or more for 1987-88 GIS entitlement would receive no 55 Plus benefits. A couple with a combined income of $1,536 or more would not be eligible.

Maximum quarterly benefits for 1987-88 for single persons 55 years and over who are not in receipt of OAS/GIS/SPA are $98.20 where income for the previous taxation year falls below $7,809.36, decreasing by $12 annually for every $24 of additional income to a minimum supplement of $40 annually where income does not exceed $8,505.36. For each eligible spouse in a married couple, the maximum quarterly benefits are $105.50 where combined income for the previous taxation year falls below $12,660.96, decreasing by $12 annually for every $48 of additional income to a minimum supplement of $40 annually where income does not exceed $14,148.96.

Maximum benefit levels are indexed annually using the Winnipeg Consumer Price Index.

This program was implemented as the Manitoba Supplement for the Elderly in July 1974 for GIS recipients. It was expanded as the Manitoba Supplement for Pensioners, to include non-OAS pensioners aged 55 and over in September 1980. It was expanded and enhanced in 1986 and renamed 55 Plus - A Manitoba Income Supplement. It is administered by the Department of Employment Services and Economic Security under the Social Services Administration Act.

Beneficiaries:	January - March 1987	26,723
Benefit Expenditures:	1986-87	$ 6,947,000

Saskatchewan

Saskatchewan Income Plan (SIP)

Under the Saskatchewan Income Plan, monthly senior citizens' benefits are paid to Saskatchewan residents who are entitled to GIS and whose incomes do not exceed specified levels. No application is required as eligibility is automatically established based on GIS entitlement.

Maximum benefits effective January 1987 are $65 per month for a single person, or a person in receipt of GIS whose spouse is not in receipt of OAS/GIS, and $52.50 per month for each person of a married couple where both receive OAS/GIS. SIP benefits are reduced according to income, at the same rate as GIS.

The minimum benefits payable under SIP are $5 monthly for single persons or married applicants with a non-pensioner spouse or a spouse receiving SPA. Each spouse in a two-pensioner couple receives a minimum of $4.50 per month.

A single pensioner who reported an annual 1986 income of $1,560 or more for 1987-88 GIS entitlement would receive no SIP benefits. A two-pensioner couple with a combined 1986 income of $2,496 or more would not be eligible.

The program began in October 1975 and is administered by the Department of Human Resources, Labour and Employment under the Saskatchewan Income Plan Act.

Beneficiaries:	March 1987	26,840
Benefit Expenditures:	1986-87	$10,739,000

Alberta

Alberta Assured Income Plan (AAIP)

Alberta Assured Income Plan benefits are payable monthly to all Alberta residents who are in receipt of GIS or who became eligible for the Extended Spouse's Allowance prior to May 1983. Regular SPA beneficiaries are ineligible. Since May 1983, new Extended SPA recipients are referred to the Alberta Widows' Pension program. Applications for benefits under AAIP are not required, since the program is directly linked to the OAS/GIS/SPA payment system. Persons in receipt of AAIP benefits can be absent from Alberta for a period of up to six months and still receive benefits if their intent is to return to Alberta.

Effective April 1982, the maximum AAIP benefit is $95 monthly per eligible person, with a reduction in AAIP benefits of $0.50 for each $1 reduction in GIS benefits (corresponding to an additional $2 in monthly income other than OAS/GIS), to a minimum benefit of $10 monthly. The minimum is payable to single persons with an annual 1986 income (as reported for 1987-88 GIS entitlement) of $ 8,520 or higher, and to each person in a two-pensioner family with a combined 1986 income of $ 11,184 or more.

The Department of Social Services administers this program under the Senior Citizens Benefits Act. The program began in 1973.

Beneficiaries:	March 1987	90,069
Benefit Expenditures:	1986-87	$60,536,000

Alberta Widows' Pension

The Alberta Widows' Pension provides monthly payments to widows and widowers aged 55 to 64 years

who are Canadian citizens or permanent residents and ordinarily resident in Alberta, and whose incomes do not exceed specified levels. The applicant must not be a resident in a designated facility nor in receipt of benefits under the Assured Income for the Severely Handicapped program (see Chapter 4).

The maximum monthly pension payable to a widow(er) effective February 1986 is equal to $720 less 1/12 of the applicant's non-exempt annual income for the year immediately preceding the year in which the application is made. A new application must be submitted by March 31 of each year for continuation of benefits. Persons in receipt of the Widowed/Extended Spouse's Allowance may apply for the Widows' Pension; however, these benefits are included as income in calculating entitlement. Non-exempt sources of income are similar to those considered for GIS entitlement, except that the Widows' Pension considers War Veterans' and Civilian War Allowances as income.

Widow(er)s qualifying for the Alberta Widows' Pension automatically receive free provincial health care insurance coverage, Blue Cross coverage and extended health benefits.

The program was established under the Widows' Pension Act in 1983 and is administered by the Department of Social Services.

Beneficiaries:	March 1987	3,371
Benefit Expenditures:	1986-87	$11,231,000

British Columbia

GAIN for Seniors Supplement (Guaranteed Available Income for Need)

GAIN for Seniors Supplement benefits are paid monthly to British Columbia residents who are in receipt of GIS or SPA, and whose incomes do not exceed specified levels. No application is required as eligibility is automatically established based on GIS/SPA entitlement.

The maximum monthly benefit effective April 1987 is $49.30 for a single person and $60.25 for each spouse in a married couple. The reduction rate for this benefit is the same as for GIS/SPA. Single pensioners in April 1987 would receive no benefits if their annual 1986 income (as reported for 1987-88 GIS entitlement) was $1,200 or over. Two-pensioner couples with a combined income of $2,928 or more would not receive benefits.

This program became effective in October 1976 and is administered by the Ministry of Social Services and Housing under the Guaranteed Available Income for Need Act. Prior to this, the B.C. Mincome program, which operated under the Guaranteed Minimum Income Assistance Act, 1972, provided similar benefits.

Beneficiaries:	March 1987	42,796
Benefit Expenditures:	1986-87	$16,045,000

Yukon

Income Supplement Program for Seniors

This program automatically pays monthly benefits to every person who makes his/her home and is ordinarily present in Yukon, who receives GIS or SPA benefits and whose income is below specified levels.

The maximum monthly benefit since July 1982 is $100. For each additional $2 in monthly income other than OAS/GIS/SPA, GIS/SPA is reduced by $1 and the Seniors' Income Supplement benefit is reduced by 50 cents. For those in receipt of SPA, there is a $1 reduction in Income Supplement benefits for every $3 of income. The minimum benefit for eligible recipients is $10. Single pensioners would receive no benefits if their annual 1986 income (as reported for 1987-88 GIS entitlement) was $4,800 or more. Two-pensioner couples with a combined income of $9,600 or more would not receive benefits.

This program has been in effect since July 1982 and is administered by the Department of Health and Human Resources under the Seniors' Income Supplement Act.

Beneficiaries:	1986-87	438 (average)
Benefit Expenditures:	1986-87	$439,000

Northwest Territories

Senior Citizens Benefits

This program provides an automatic monthly supplement to anyone receiving any amount of GIS or SPA. Effective February 1985, the amount of the monthly payment is $85 for all beneficiaries. The program began in 1978 and is administered by the Department of Social Services under the Senior Citizens Benefits Act.

Beneficiaries:	1986-87	1,224 (average)
Benefit Expenditures:	1986-87	$1,249,000

Provincial Taxation and Shelter Assistance Programs for Seniors

This section describes current provincial and municipal programs which offer assistance to the elderly and near-elderly in meeting the cost of property and/or school taxes, as well as rental costs. Only those designed specifically for seniors are described; general programs which provide additional benefits to the elderly are noted by name and cross-referenced to Chapter 5, "Provincial Taxation and Shelter Assistance Programs". Property and/or school tax assistance may be provided either through direct cash payments, such as grants and rebates, or through deferral, exemption, reduction or credit schemes which reduce or eliminate the amount of tax payable. Monthly shelter subsidies may be paid to low-income elderly persons spending a disproportionate amount of their income on rental costs. Many of these programs provide benefits based on eligibility during a taxation/calendar year. Due to the various administrative and accounting systems, benefits may be issued in a subsequent tax or fiscal year. This situation has been noted where possible. Home repair, renovation and adaptation programs for seniors are not included in this report.

Newfoundland

School Tax Exemption

This program allows for full exemption from payment of local school taxes to persons 65 years of age and over as well as to low-income persons (see Chapter 5).

Prince Edward Island

Tax Deferral for Senior Citizens

Senior citizens in receipt of the Guaranteed Income Supplement may have all provincial and municipal property taxes in respect of their principal residence deferred. The amount of deferred taxes, plus any interest, becomes due when the holder of the deferred tax certificate dies or conveys the property to a person other than his/her spouse. This program, which began in August 1978, is administered by the Department of Finance. The legislative authority for the program is the Real Property Tax Act.

Beneficiaries:	approximately 25 households per year
Benefit Expenditures:	value of taxes deferred not available

Nova Scotia

Property Tax Rebate for Senior Citizens

Senior citizens who own and reside in their own homes and who are in receipt of either the Guaranteed Income Supplement or Spouse's Allowance benefits may apply for assistance in paying their municipal residential property taxes. This non-taxable rebate amounts to 50% of the net property taxes paid in the previous year. This program, which began in 1980, is administered by the Department of Community Services under the Senior Citizens' Financial Aid Act.

Beneficiaries:	1986-87	19,431 homeowners
Benefit Expenditures:	1986-87	$3,180,000

(NOTE: Above data are in respect of the 1985 tax year)

Rental Assistance Program

Singles and couples in receipt of either the Guaranteed Income Supplement or Spouse's Allowance, or single persons at least 65 years of age whose gross annual income does not exceed $9,800, may apply for a monthly rental subsidy provided the rented unit is in the private market. The subsidy ranges from 50% to 75% of the rent exceeding 30% of the applicant's gross income, and varies in accordance with monthly income and family composition.

The maximum allowable rent levels on which a supplement may be paid are $245 for a single person and $320 for a couple. The maximum assistance for a single person is $95 per month where gross monthly income is $395 or less and rent is $245 or more; for a couple, it is $111 per month where combined gross monthly income is $500 or less and rent is $320 or more. These rates have been in effect since the program began in April 1981. The program is administered by the Department of Community Services under the Senior Citizens' Financial Aid Act.

Beneficiaries:	March 1987	1,645 households
Benefit Expenditures:	1986-87	$ 911,000

New Brunswick

Assistance for the Reduction of Rental Costs (ARC)

This program provides benefits for the elderly (see Chapter 5).

Quebec

LOGIRENTE (Senior Citizens' Rental Assistance Program)

Residents of Quebec 60 years of age or over who are homeowners, renters or roomers may apply for this monthly shelter subsidy. To be eligible,

i) an applicant must have resided in the province as of December 31 of the preceding year and have been a resident of Canada for one full year as of that date;
ii) the market value of household assets (other than principal residence, household effects and car for personal use) must not exceed $50,000; and
iii) "eligible shelter costs" must exceed 30% of the household's previous year's income.

Persons living in government-subsidized accommodation are ineligible for LOGIRENTE benefits. The benefit period runs from October 1 to September 30 of the following year.

Entitlement is equal to 75% of the difference between the household's annual "eligible shelter costs" and 30% of the household's previous calendar year's gross income, with benefits reduced by any amount of Real Estate Tax Refund (see Chapter 5) received for that year. For the 1987-88 benefit period, the minimum imputed income levels for the preceding calendar year (1986) are: $4,452 for a roomer, $5,472 for a single person (tenant or homeowner) and $8,736 for a household of two persons or more (tenants or homeowners). The 1987 annual "eligible shelter cost" ceilings for the purpose of calculating the subsidy for 1987-88 are: $2,700 for a roomer, $3,540 for a single person and $4,080 for others. These shelter costs comprise the following components:

i) roomers - the actual cost of the room excluding, where applicable, the cost of board;
ii) renters - rent, plus imputed annual amounts of $360 for fuel and $240 for electricity where these costs are not included in the rent; and
iii) homeowners - mortgage interest only, school and property taxes, plus imputed annual amounts of $360 for fuel, $360 for maintenance/repairs and $240 for electricity.

The maximum monthly allowances payable from October 1, 1987 to September 30, 1988 are: $85.28 for a roomer, $118.65 for a single person and $91.20 for others. This program, which started in 1980, is the responsibility of the Quebec Housing Corporation (Société d'habitation du Québec). It is administered by the Ministry of Revenue (Ministère du Revenu) under the Quebec Housing Corporation Act (Loi sur la société d'habitation du Québec).

Beneficiaries:	Oct. 1986 - Sept. 1987	30,662 households
Benefit Expenditures:	Oct. 1986 - Sept. 1987	$18,700,000

Real Estate Tax Refund (Remboursement d'impôts fonciers)

An additional credit is payable to GIS recipients (see Chapter 5).

Ontario

Property Tax Grant

Senior citizens 65 years of age and over who are either homeowners or tenants may apply for this non-taxable grant to offset the current year's municipal property and school taxes paid on their principal residence, regardless of their income. Residents of nursing homes, homes for the aged and similar type institutions are not eligible for the grant, unless the institution pays full municipal and school taxes and the residents' accommodation costs are not subsidized. For 1988, tenants may receive up to 20% of their rental costs to a maximum of $600; homeowners may receive the full amount of actual property taxes paid to a maximum of $600. The grant is paid in two installments - an interim grant in the spring and a final grant in the fall. The spring installment is based on 50% of the costs reported in the previous year; the fall installment covers the balance of the actual occupancy costs for the current year. Persons turning 65 in the current year receive 100% of the grant in the fall. This program, which started in 1980, is administered by the Ministry of Revenue under the Ontario Pensioners Property Tax Assistance Act.

Beneficiaries:	1986-87	650,000 households
Benefit Expenditures:	1986-87	$319,355,000

(NOTE: Above data are in respect of the 1986 tax year)

Sales Tax Grant

All Ontario residents who are Canadian citizens or lawfully admitted to Canada for permanent residency and who are 65 years of age and over are eligible for this annual non-taxable grant. All Old Age Security beneficiaries and other seniors who received the Sales Tax Grant in the previous year automatically receive the grant; other eligible seniors must apply. For 1986, 1987 and 1988, the Sales Tax Grant is $50 per senior. This program, which started in 1980, is administered by the Ministry of Revenue under the Ontario Pensioners Property Tax Assistance Act.

Beneficiaries:	1986-87	1,010,000 seniors
Benefit Expenditures:	1986-87	$50,489,000

(NOTE: Above data are in respect of the 1986 tax year)

Manitoba

School Tax Assistance for Tenants 55 Plus

Tenants who are 65 years of age and over, or those between 55 and 64 years of age with a total income of less than $23,760, may apply for this non-taxable rebate to offset the school tax portion of rental costs paid during the previous calendar year. The 1987 rebate amounts to 10% of total rent in excess of $1,625 in the previous calendar year, to a maximum of $175 per year per household. In 1986, the rebate was paid to individuals 55 to 64 years of age only if 50% or more of their income was derived from pension sources. Eligible tenants may receive both the School Tax Assistance and SAFER (Shelter Allowances for Elderly Renters) benefits. This program, which started in 1981, is a component of the Pensioner School Tax Assistance program. It is administered by Manitoba Housing under The Loans Act. This program was previously named Pensioner Tenants' School Tax Assistance.

Beneficiaries:	1986-87	8,327 rebates
Benefit Expenditures:	1986-87	$1,659,000

(NOTE: Above data are in respect of the 1986 tax year, and include retroactive rebates for earlier tax years)

Pensioner Homeowners' School Tax Assistance

The Manitoba government offers assistance of up to $175 towards school taxes greater than $162.50 on the principal residence of senior citizens and eligible persons aged 55 to 64. This benefit is non-taxable.

Homeowners aged 65 or over qualify for Pensioners' School Tax Assistance, regardless of their income.

Homeowners between the ages of 55 and 64 with a family net income for 1987 less than $23,750 qualify for the 55 Plus School Tax Assistance sub-program. Eligible individuals with family incomes of less than $15,000 will receive full benefits, while those with incomes between $15,000 and $23,750 will have assistance reduced on a graduated scale.

Senior citizens aged 65 and over who received assistance during the previous year automatically have the benefit amount deducted from their current year's tax bill; persons turning 65, eligible persons aged 55 to 64, and seniors living in multiple-unit residences must apply for the benefit.

The program, which started in 1978, is a component of the Pensioner School Tax Assistance Program. It is administered by the Department of Finance under The Homeowners Tax and Insulation Assistance Act.

Beneficiaries:	1986-87	63,000
Benefit Expenditures:	1986-87	$9.4 million

(NOTE: Above data are in respect of the 1986 calendar year)

Property Tax Credit

An additional credit is available to persons 65 years of age or over (see Chapter 5).

Shelter Allowances for Elderly Renters (SAFER)

Senior citizens 55 years of age and over who are renting in the private market may apply for the non-taxable monthly shelter subsidy. To be eligible, the applicant (or spouse) must have a valid Manitoba Health Services number. Persons residing in Elderly Persons Public Housing, Rent Supplement Housing or a Personal Care Home, as well as those in receipt of social assistance benefits, are ineligible for SAFER benefits.

The SAFER benefit period is from July 1 to June 30 of the following year. The allowance covers up to 90% of eligible rent costs which exceed 25% of the pensioner tenant's gross income. All SAFER benefits must be deducted from the amount of Manitoba Property Tax Credit (see Chapter 5) to which the tenant is entitled. Maximum benefits (since July 1983) are: $140 per month for a single person whose income does not exceed $14,100 annually, and whose rent is $325 (maximum claimable rent) or more, and $140 per month for a couple whose income does not exceed $15,000 annually and whose rent is $350 (maximum claimable rent) or more. The assistance is reduced as income increases and rent decreases in proportion to income. The program, which began in 1980, is administered by Manitoba Housing under The Housing and Renewal Corporation Act.

Beneficiaries:	March 1987	4,066 households
Benefit Expenditures:	1986-87	$3,086,000

Saskatchewan

Saskatchewan Tax Reductions

An additional reduction is available for persons 65 years of age or over to reduce net provincial taxes payable (see Chapter 5).

Senior Citizens' Heritage Program

The Senior Citizens' Heritage Program began in January 1986 and provides a degree of cost of living protection to low- and middle-income senior citizens who own or rent accommodation. To qualify for this non-taxable benefit, applicants and/or their spouse must be 65 years of age sometime during the year of application and their combined total incomes for the previous year must be $30,000 or less (as calculated from the federal income tax form).

The annual benefit levels for seniors with combined total incomes of $25,000 or less is $700 for couples and $500 for singles. Seniors with combined total incomes between $25,001 and $30,000 receive $350 for couples and $250 for singles. Seniors living in public housing units with combined total incomes of $30,000 or less receive $200 per person. The program was introduced in January 1986 by the Department of Urban Affairs under the Senior Citizens Heritage Program Act and was transferred to the Department of Human Resources, Labour and Employment April 1, 1987.

Beneficiaries:	1986-87	75,168 family units
Benefit Expenditures:	1986-87	$39,191,000

Alberta

Property Tax Reduction Benefits (including Senior Homeowner Refund)

This program provides two separate benefits to Alberta homeowners which enable them to reduce their property taxes. All homeowners automatically have the entire Provincial Education Tax portion of their tax bill paid by the provincial government. Dependent on qualifications, homeowners may apply for an additional benefit, known as the Senior Homeowner Refund, to offset their municipal taxes. To be eligible for the Senior Homeowner Refund, the homeowner must have resided in his/her home for a minimum of 120 days during the calendar year and must not have claimed a Senior Citizens' Renter Assistance Grant for that year.

As of April 30, 1987, the Senior Homeowner Refund is only available to eligible seniors (persons 65 years of age and over, widow(er)s aged 60 to 64 whose deceased spouse was 65 years or over and eligible at the time of death or widow(er)s aged 55 to 64 who are receiving benefits under the Widows' Pension Act). The refund is the difference between the lesser of $1,000 or municipal taxes, and the Provincial Education Tax. Formerly, the program also provided benefits to non-seniors, and was known as the Homeowner Refund.

The Senior Homeowner Refund is credited against the applicant's municipal taxes payable. This benefit began in 1973 and is administered by the various municipalities and funded by the Department of Municipal Affairs. The legislative authority is the Property Tax Reduction Act.

Beneficiaries:	1986-87	186,554
Benefit Expenditures:	1986-87	$65,773,000

(NOTE: All above data relate to the Senior Homeowner Refund only)

Senior Citizens' Renter Assistance Grants[1]

Persons 65 years of age and over, widow(er)s aged 60 to 64 whose deceased spouse was 65 years of age or over and eligible for program benefits at the time of death, and widow(er)s aged 55 to 64 who are receiving benefits under the Widows' Pension Act may apply for this annual non-taxable grant. Seniors residing in nursing homes or active treatment auxiliary hospitals or who are members in a co-operative housing residence are ineligible. Applicants must have rented accommodation or have owned and occupied a mobile home situated on rented land in Alberta for at least 120 days during the year being applied for; they must not have claimed a Property Tax Reduction for that year.

The levels of assistance for the 1986, 1987 and 1988 calendar years are:

i) $1,200 per year for eligible seniors in the private rental market;
ii) $600 per year for eligible seniors in subsidized housing; and
iii) $1,000 per year for mobile homeowners renting their land.

This program began in 1973 and is administered by the Department of Municipal Affairs under the Property Tax Reduction Act.

Beneficiaries:	1986-87	44,939 households
Benefit Expenditures:	1986-87	$42,786,000

Senior Citizens' Home Heating Protection Program

The majority of persons 65 years of age and over, widow(er)s aged 60 to 64 whose deceased spouse was age 65 or over at the time of death, and widow(er)s aged 55 to 64 who are receiving a Widows' Pension automatically receive this annual non-taxable rebate of $100 (since 1982) to assist in paying their heating

1 Includes Senior Citizens' Renter Assistance Grant and Widows' Renter Assistance Grant.

costs. This is done by using lists, supplied by municipalities, of seniors who receive the Alberta Property Tax Reduction Benefit (see above). Application forms are available for those who are not on the lists. To be eligible, the applicant must own and live in his/her home for at least 120 days during the calendar year. This program, which began in 1982, is administered by Alberta Transportation and Utilities under the Department of Transportation and Utilities Act. The program has been extended to December 31, 1990 from December 31, 1987.

Beneficiaries:	1986-87	91,000 seniors (approx.)
Benefit Expenditures:	1986-87	$9,140,000

(NOTE: Above data are in respect of the 1986 calendar year)

British Columbia

Land Tax Deferment Program

This program includes benefits for senior citizens (see Chapter 5).

Home Owner Grant

This program includes increased grants to persons 65 years of age or over (see Chapter 5).

Shelter Aid for Elderly Renters (SAFER)

Senior citizens 65 years of age and over who are in receipt of Old Age Security benefits and whose current year's rental costs exceed 30% of their total gross income may apply for monthly SAFER benefits. To be eligible, the applicant or the spouse must have resided in B.C. for either five continuous years or two years immediately prior to application. Seniors residing in long-term health care facilities are ineligible.

SAFER benefits are equal to 75% of the amount by which claimable rent exceeds 30% of the applicant's income. The following maximum benefit levels apply for the 1987-88 benefit year to all households which were eligible for SAFER benefits at the beginning of that benefit year (i.e., in July 1987): $90.86 per month for a single person whose income does not exceed $696.16 per month and whose maximum claimable rent is $330, and $11.56 per month for a couple whose income does not exceed $1,165.28 per month and whose maximum claimable rent is $365. The amount of assistance is reduced as income increases and rent decreases in proportion to income. Applicants who qualify during the benefit year will be paid according to a benefit scale which is reduced quarterly to offset increases in OAS rates (since OAS is considered as income for the SAFER program).

This program, which began in 1977, is administered by the Ministry of Social Services and Housing under the Shelter Aid for Elderly Renters Act.

Beneficiaries:	March 1987	8,997 households
Benefit Expenditures:	1986-87	$7,141,000

Yukon

Home Owners' Grant

Old Age Security beneficiaries receive an enhanced grant (see Chapter 5).

Pioneer Utility Grant

Senior citizens 65 years of age and over or surviving spouses 60 years of age and over may apply for this annual grant. To be eligible, the applicant must have resided in his/her principal residence 183 days per year, 90 days of which were during the winter. Seniors living in subsidized housing are ineligible. For 1986, 1987 and 1988, the grant is $600. This program, which began in 1978, is administered by the Department of Health and Human Resources under the Pioneer Utility Grant Act.

Beneficiaries:	March 1987	335 households
Benefit Expenditures:	1986-87	$194,000

Northwest Territories

Senior Citizens' Land Tax Relief

A "senior citizen taxpayer" who, at any time during the current taxation year, has attained the age of 65 years, is the owner or part owner of land, and ordinarily resides in a single-family dwelling house or mobile unit situated on that land, may, upon application, have his/her taxes on that property exempted. In General Taxation Areas (where the territorial government sets the tax rate and is responsible for the collection of taxes), the territorial government waives 100% of seniors' taxes. In Municipal Taxation Areas (cities, towns and villages, where the municipality sets and collects its own taxes), the municipality waives 50% of seniors' taxes and the territorial government pays the remaining 50%.

This program, which began in 1978, is administered by the Department of Municipal and Community Affairs under the Senior Citizens' Land Tax Relief Act.

Beneficiaries:	1986 tax year	117 homeowners
Benefit Expenditures:	1986 tax year	$44,000

Children's Financial Benefit Programs

There are a number of federal and provincial programs which provide financial benefits to parents to assist them in meeting the costs of raising dependent children who are under 18 years of age.

Federal Programs

Universal federal Family Allowances and the income-tested Child Tax Credit (payable through the income tax system) are the two principal federal programs. Both are discussed below. Other federal income tax provisions of assistance to families are outlined in Appendix E.

Family Allowances

The principal objective of the federal Family Allowances (FA) program, which was introduced in July 1945, is to provide financial assistance to parents with dependent children to help meet the costs of raising those children. The program also includes payment of a Special Allowance on behalf of children who are maintained by a welfare agency, a government department or an institution. Family Allowances are administered by the Department of National Health and Welfare.

Eligibility

General

The Family Allowances program is administered under the 1973 Family Allowances Act which became effective January 1, 1974. Under the Act, a parent or guardian who is wholly or substantially maintaining a dependent child under the age of 18 (i.e., one with no taxable income in his/her own right) may apply for Family Allowances. At least one parent or guardian must be a Canadian citizen, a permanent resident of Canada (under the Immigration Act), or a visitor or holder of a Minister's Permit (under the Immigration Act) who has been legally admitted to Canada for at least one year and whose income during that time is subject to Canadian income tax. Canadian residents who are living outside Canada but paying Canadian income tax may still receive Family Allowances on behalf of the children in their care. Certain other circumstances may also allow payment while a parent or child is outside Canada.

A Special Allowance is payable on behalf of a child under the age of 18 who is maintained by a welfare agency, a government department or an institution which is authorized to be responsible for the care or custody of children. In some cases, such as when a child's placement is indefinite, payment may be made directly to a foster parent.

Financial Eligibility

Family Allowances are paid to eligible parents regardless of their income or assets. The Special Allowance is payable regardless of income or assets available to the child. In both cases, however, benefits cease to be payable if the child begins to earn a taxable income.

Benefits

The Family and Special Allowances are flat-rate benefits which are paid monthly to a parent (usually the mother) or guardian on behalf of each dependent child. Indexation of both Family Allowances and the Special Allowance is limited to the amount by which inflation exceeds 3%, based on any increase in the Consumer Price Index (CPI) during the 24 months ending the previous October.

Provinces may vary the amount of Family Allowances that the federal government pays to their residents according to the age and/or number of children in a family. The smallest monthly payment must be at least 60% of the federal rate per child and, over a four-year period, the average total payments in a province must be the same as if the federal rate had been in effect. Currently, Alberta varies the rate according to the age of the child (under the Alberta Social Development Act), while, under the Quebec Family Allowances Act (Loi sur les allocations familiales), Quebec varies the rate according to both the age of the child and number of children. The

Special Allowance rate is not subject to variation by the provinces.

Federal Family Allowances must be reported as income for federal income tax purposes by the person who claims a personal credit for the child (see Appendix E). Special Allowances are not taxable.

Benefit levels for 1987 and 1988 are shown in Table 3.1. Benefit levels for 1985 to 1988 may be found in Appendix C.

Financing

Family and Special Allowances payments are made out of the federal government's Consolidated Revenue Fund.

Table 3.1
Family Allowances
Monthly Benefits per Child
1987 and 1988

Type of Benefit	1987	1988
Family Allowance[1]	$31.93	$32.38
Special Allowance	47.64	48.31
Alberta Variation		
Child, 0-6 years	25.20	25.50
7-11 years	30.80	31.00
12-15 years	40.80	41.00
16-17 years	46.40	46.70
Quebec Variation[2]		
Child, 0-11 years		
First child	20.41	20.70
Second child	30.44	30.87
Third and each additional child	74.81	77.09
Child, 12-17 years		
First child	28.25	28.65
Second child	38.28	38.82
Third and each additional child	82.65	85.04

1. The federal Family Allowances Act specifies that a province may vary the monthly FA rate according to the age and/or the number of children. Only Quebec and Alberta have varied the rate.

2. Quebec also administers the Quebec Family Allowances program.

Table 3.2a
Family Allowances
Number of Accounts and Children Entitled[1] by Account Type and Benefit Expenditures by Province/Territory
March 1985

Province/Territory	Family Allowance		Special Allowance			Total		Benefit Expenditures 1984-85 ($000's)
	Regular Accounts[2]		Agency Accounts[3]	Foster Accounts[2]				
	Children	Accounts	Children	Children	Accounts	Children	Accounts	
Newfoundland	189,929	96,886	730	90	69	190,749	97,685	70,355
Prince Edward Island	35,883	18,424	120	54	43	36,057	18,587	13,212
Nova Scotia	233,666	128,288	1,404	22	15	235,092	129,707	86,359
New Brunswick	203,381	110,126	793	239	239	204,413	111,158	74,988
Quebec	1,644,460	938,400	8,549	0	0	1,653,009	946,949	598,349
Ontario	2,263,441	1,257,445	9,359	0	0	2,272,800	1,266,804	837,041
Manitoba	288,127	149,273	2,444	13	12	290,584	151,729	106,292
Saskatchewan	294,170	146,132	1,535	231	144	295,936	147,811	107,713
Alberta	668,477	352,872	4,266	0	0	672,743	357,138	246,219
British Columbia	727,492	400,445	4,180	7	7	731,679	404,632	267,058
Yukon	7,177	3,895	86	0	0	7,263	3,981	2,632
Northwest Territories	20,604	9,263	170	0	0	20,774	9,433	7,535
Outside Canada	8,374	4,431	--	--	--	8,374	4,431	n/a[4]
Total	6,585,181	3,615,880	33,636	656	529	6,619,473	3,650,045	2,417,755[5]

1. Entitlement data for March 1985 reflect revisions as of December 1986. Ontario data are "in pay" statistics as revised data are not available concerning the number of children entitled to Family Allowances.
2. Each account generally represents a family.
3. Each agency account generally represents a child.
4. A breakdown of expenditures for accounts in pay while outside Canada is not available. Payments are made from the province in which the account is administered.
5. Total may not add due to rounding.

Note: A child may be "entitled" to an allowance in respect of a given month, whether or not the allowance was actually paid during that month. This could occur as a result of delays in forwarding and/or processing information which affects a child's entitlement. For example, a child born in February would normally be "entitled" to an allowance from March onwards. If, however, the first cheque was not issued until June, it would include payments for March, April, May and June, and the child would be "in pay" from June onwards.

Table 3.2b
Family Allowances
Number of Accounts and Children Entitled[1] by Account Type and Benefit Expenditures by Province/Territory
March 1986

Province/Territory	Family Allowance		Special Allowance			Total		Benefit Expenditures 1985-86 ($000's)
	Regular Accounts[2]		Agency Accounts[3]	Foster Accounts[2]				
	Children	Accounts	Children	Children	Accounts	Children	Accounts	
Newfoundland	184,868	96,227	723	67	52	185,658	97,002	71,104
Prince Edward Island	35,808	18,545	116	62	50	35,986	18,711	13,618
Nova Scotia	231,292	128,170	1,397	21	16	232,710	129,583	88,567
New Brunswick	200,312	109,646	841	217	217	201,370	110,704	76,563
Quebec	1,634,077	937,117	8,075	0	0	1,642,152	945,192	614,856
Ontario	2,272,616	1,264,974	8,675	0	0	2,281,291	1,273,619	870,292
Manitoba	288,868	150,363	2,491	10	9	291,369	152,863	110,468
Saskatchewan	294,629	146,297	1,574	197	122	296,400	147,993	111,982
Alberta	674,726	356,002	3,581	0	0	678,307	359,583	256,155
British Columbia	725,898	400,045	4,139	3	3	730,040	404,187	276,322
Yukon	6,931	3,790	122	0	0	7,053	3,912	2,730
Northwest Territories	20,567	9,335	202	0	0	20,769	9,537	7,905
Outside Canada	9,030	4,828	--	--	--	9,030	4,828	n/a[4]
Total	6,579,622	3,625,339	31,936	577	469	6,612,135	3,657,714	2,500,561[5]

1. Entitlement data for March 1986 reflect revisions as of December 1987. Ontario data are "in pay" statistics as revised data are not available concerning the number of children entitled to Family Allowances.
2. Each account generally represents a family.
3. Each agency account generally represents a child.
4. A breakdown of expenditures for accounts in pay while outside Canada is not available. Payments are made from the province in which the account is administered.
5. Total may not add due to rounding.

Note: A child may be "entitled" to an allowance in respect of a given month, whether or not the allowance was actually paid during that month. This could occur as a result of delays in forwarding and/or processing information which affects a child's entitlement. For example, a child born in February would normally be "entitled" to an allowance from March onwards. If, however, the first cheque was not issued until June, it would include payments for March, April, May and June, and the child would be "in pay" from June onwards.

Table 3.2c
Family Allowances
Number of Accounts and Children Entitled[1] by Account Type and Benefit Expenditures by Province/Territory
March 1987

Province/Territory	Family Allowance		Special Allowance			Total		Benefit Expenditures 1986-87 ($000's)
	Regular Accounts[2]		Agency Accounts[3]	Foster Accounts[2]				
	Children	Accounts	Children	Children	Accounts	Children	Accounts	
Newfoundland	179,721	95,434	763	57	46	180,541	96,243	69,853
Prince Edward Island	35,467	18,461	120	55	48	35,642	18,629	13,692
Nova Scotia	229,451	128,043	1,329	17	12	230,797	129,384	88,625
New Brunswick	197,187	109,104	794	252	252	198,233	110,150	76,251
Quebec	1,624,166	936,401	8,013	0	0	1,632,179	944,414	624,879
Ontario	2,293,845	1,278,141	8,271	0	0	2,302,116	1,286,412	884,983
Manitoba	288,839	150,696	2,908	6	5	291,753	153,609	111,916
Saskatchewan	293,924	146,022	1,646	143	93	295,713	147,761	113,098
Alberta	674,515	355,696	3,326	0	0	677,841	359,022	261,353
British Columbia	726,962	400,487	3,816	2	2	730,780	404,305	279,025
Yukon	7,307	4,021	100	0	0	7,407	4,121	2,801
Northwest Territories	20,353	9,298	185	0	0	20,538	9,483	7,944
Outside Canada	9,400	5,009	--	--	--	9,400	5,009	n/a[4]
Total	6,581,137	3,636,813	31,271	532	458	6,612,940	3,668,542	2,534,420[5]

1. Entitlement data for March 1987 reflect revisions as of December 1987. Ontario data are "in pay" statistics as revised data are not available concerning the number of children entitled to Family Allowances.
2. Each account generally represents a family.
3. Each agency account generally represents a child.
4. A breakdown of expenditures for accounts in pay while outside Canada is not available. Payments are made from the province in which the account is administered.
5. Total may not add due to rounding.

Note: A child may be "entitled" to an allowance in respect of a given month, whether or not the allowance was actually paid during that month. This could occur as a result of delays in forwarding and/or processing information which affects a child's entitlement. For example, a child born in February would normally be "entitled" to an allowance from March onwards. If, however, the first cheque was not issued until June, it would include payments for March, April, May and June, and the child would be "in pay" from June onwards.

Child Tax Credit

The federal Child Tax Credit (CTC) program became effective in January 1979 through amendments to the Family Allowances Act and the Income Tax Act. The program provides additional assistance in meeting the costs of raising children for low- to middle-income families. It is administered by Revenue Canada, Taxation, through the income tax system.

Eligibility

General

Any parent (usually the mother) or guardian who receives Family Allowances on behalf of a dependent child under the age of 18 is eligible to apply for the Child Tax Credit at the time of filing an income tax return. The credit is available in respect of a child entitled to receive Family Allowances for January following a given taxation year. Effective with the 1988 taxation year, the definition of an "eligible child" will include a child who attains 18 years of age in the year. However, the recipient of Family Allowances for that child must be entitled to receive Family Allowances in respect of that child for the month the child turns 18 years of age. Also eligible is a child who died during the tax year and on whose behalf a Family Allowance would otherwise have been paid the following January.

An eligible person who voluntarily refrains from receiving Family Allowances may still claim the Child Tax Credit. A parent or guardian who would not normally file an income tax return (i.e., no taxable income) must complete a return in order to receive the credit. Canadian residents living outside Canada who are receiving Family Allowances and filing Canadian income tax returns may also claim the Child Tax Credit. A foster parent in receipt of a Special Allowance on behalf of a foster child is not eligible for the Child Tax Credit.

An annual prepayment of the credit is payable to low-income families who received the Child Tax Credit in the previous year. No application is needed for the prepayment.

Effective with the 1988 tax year, a supplement to the Child Tax Credit is available to parents of eligible children under seven years of age at year end (see "Benefits").

Financial Eligibility

Eligibility for the refundable Child Tax Credit is based on annual net family income as defined by the Income Tax Act. Assets are not a factor in determining eligibility.

The amount of the Child Tax Credit varies according to family income and the number of eligible children. Family income is defined as the net income of both parents, whether married or not (provided they are living together), or the net income of the parent in a sole-support family. The net income of any other person who is claiming a personal credit for an eligible child, whether or not the person lives with the claimant of the CTC, must also be included in family income; this includes a separated or divorced parent.

For families with federal tax liabilities, the refundable credit to which they are entitled may be used to reduce the amount of taxes which must be paid; families whose taxes are less than the credit, or who owe no tax at all, receive a non-taxable lump sum payment. The payment is reduced by the amount prepaid to low-income families.

Benefits

The maximum benefit per child for the 1988 tax year (payable in 1989) is $559; this benefit is payable where the 1988 net family income is less than $24,090 (income threshold). For each $1 of net family income above the income threshold, the maximum benefit, per child, is reduced by $.05. As examples, the 1988 credit ceases to be available to families with one eligible child and a 1988 net income greater than or equal to $35,270, to families with two eligible children and net income greater than or equal to $46,450 and to families with five eligible children and net income greater than or equal to $79,990.

The income threshold is indexed by the annual increase in the Consumer Price Index (CPI) which exceeds 3%. The amount of the Child Tax Credit has been set for each taxation year until 1989. As of that year, it will be indexed in the same manner as the income threshold. Commencing with the 1990 tax year, the supplement to the Child Tax Credit will also be indexed by the increase in the CPI which exceeds 3%.

Since 1986, an annual per child prepayment of the Child Tax Credit has been made to eligible families. The amount of this prepayment in November 1987 was $325 per child. As of the 1988 tax year, the amount of prepayment (i.e., payable in November 1988) and the prepayment income threshold have been set at approximately two-thirds of the credit (or credit plus supplement) to which a family is entitled. Parents who claimed the CTC in the previous year will automatically receive a cheque in November if their net family income for the previous tax year was less than or equal to two-thirds of the threshold for the Child Tax Credit (e.g., 1987 net income less than $15,840 for prepayment in November 1988). The balance of the credit is obtained by filing a tax return in respect of the current year.

In cases where a child is born or if a child dies during the taxation year, no prepayment is made; the parent must file a tax return to receive the credit. Families who are ineligible for the prepayment on the basis of income must also complete a tax return in order to receive their Child Tax Credit.

The amount of the per child prepayment to be made in November 1988 is $370.

For the 1988 tax year, a supplement to the Child Tax Credit will be available to families with a child or children under seven years of age. The amount of the supplement is based on the amount by which $100 exceeds 25% of the total Child Care Expense Deduction (see Appendix E) in respect of the child. Thus, the maximum supplement is $100 per child. For the 1989 tax year, the maximum supplement will be raised to $200 per child. For 1990 and subsequent years, the amount of the $200 supplement will be adjusted to reflect any increase in the Consumer Price Index in excess of 3%.

The full $100 supplement will be added (for eligible families) to the November 1988 prepayment. For subsequent years, two-thirds of the $200 supplement will be included in the prepayment. Those parents who do not qualify for prepayment must file a tax return to receive the Supplement.

The maximum Child Tax Credit, income threshold and cut-off points for the 1985-88 taxation years are shown in Appendix C.

Financing

Child Tax Credit payments are made out of the federal government's Consolidated Revenue Fund.

Table 3.3a
Child Tax Credit
Number of Families/Children and
Tax Credits Allowed[1]
by Province/Territory
1985

Province/Territory	Families[2]	Children	Tax Credits Allowed[3] ($000's)
Newfoundland	83,045	168,865	55,946
Prince Edward Island	15,834	32,504	10,969
Nova Scotia	96,661	186,321	58,408
New Brunswick	87,937	171,247	55,873
Quebec	684,472	1,290,820	401,628
Ontario	792,314	1,625,486	450,716
Manitoba	114,166	247,024	76,434
Saskatchewan	104,095	232,539	71,427
Alberta	222,330	474,349	137,430
British Columbia	263,854	533,138	156,684
Yukon	2,250	4,817	1,497
Northwest Territories	6,044	15,773	5,053
Outside Canada	3,429	6,739	1,815
Total	2,476,431	4,989,622	1,483,778[4]

1. Data are revised.
2. The number of families represents the number of taxfilers claiming the credit.
3. Credits are those allowed in respect of the 1985 tax year to persons filing income tax returns in 1986.
4. Total may not add due to rounding.

Table 3.3b
Child Tax Credit
Number of Families/Children and Tax Credits Allowed by Province/Territory
1986

Province/Territory	Families[1]	Children	Tax Credits Allowed[2] ($000's)
Newfoundland	78,270	159,560	59,802
Prince Edward Island	14,470	29,852	11,070
Nova Scotia	90,730	176,102	60,794
New Brunswick	82,480	161,514	58,435
Quebec	651,040	1,243,471	430,084
Ontario	711,690	1,505,130	458,285
Manitoba	109,560	234,523	82,042
Saskatchewan	107,690	243,262	84,778
Alberta	219,770	477,137	156,048
British Columbia	246,420	499,842	163,667
Yukon	2,340	5,296	1,699
Northwest Territories	5,640	14,092	4,913
Outside Canada	2,980	6,474	1,769
Total[3]	2,323,070	4,756,255	1,573,384

1. The number of families represents the number of taxfilers claiming the credit. Counts are rounded.
2. Credits are those in respect of the 1986 tax year to persons filing income tax returns in 1987.
3. Totals may not add due to rounding.

Provincial Programs

Five provinces operate special cash benefit programs for families with dependent children. Some of these programs are targeted to low-income families, while others focus on the needs of families caring for a disabled child. Also, Quebec operates its own provincial Family Allowances program which provides a supplement to the federal Family Allowances. In addition to the initiatives discussed in this chapter, most provinces also stipulate in their social assistance legislation that financial benefits will be made available on behalf of children where the parents are unable or unwilling to care for them and they are properly cared for in the home of another person, usually a relative or a friend of the family. This type of placement is an alternative to formal application for legal guardianship, which necessitates proceedings in family or district court. Depending on the province, these cases may be designated as foster children (e.g., Nova Scotia, Ontario), Guardian Social Allowance (Alberta) or Child in the Home of a Relative (British Columbia), or they may be included in a general ("other") category in the provincial social assistance caseload. Statistical information on these informal guardianship cases may be found in Chapter 4 tables and figures.

This report does not cover those programs which largely provide services, rather than financial benefits, for children.

Newfoundland

Special Child Welfare Allowance

A family maintaining a physically or mentally handicapped child under 18 years of age may apply for this monthly non-taxable allowance. The benefit is intended to assist families in meeting the cost of drugs, services and/or assistive devices related to the child's disability. For families in receipt of Social Assistance benefits, the allowance is considered to be assistance for a special need. Effective May 1, 1987, the maximum monthly benefit per child is $369. The amount payable is based on the child's special needs and an assessment of the financial capability of the parents to contribute towards the child's maintenance as determined using specified guidelines on net salary. This program, which started in the 1981-82 fiscal year, is administered by the Department of Social Services under the Child Welfare Act for the general population and under the Social Assistance Act for social assistance families.

Beneficiaries:	March 1987	377 children
Benefit Expenditures:	1986-87	$901,000

Quebec

Quebec Family Allowances (Allocations familiales du Québec)

The Quebec Family Allowances Act (Loi sur les allocations familiales) provides for the payment of a monthly allowance (in addition to federal Family Allowance benefits) to the parent or guardian of an unmarried child under the age of 18 who is not a ward of the province. The applicant must have resided in Quebec for at least one month or be paying Quebec income tax. Persons in receipt of federal Family Allowances are not required to apply; they receive the provincial benefits automatically.

The Quebec Family Allowance rate varies according to the rank of the child in the family. The 1988 monthly rates are:

First child	$ 8.94
Second child	11.92
Third child	14.90
Each additional child	17.85

The decision regarding annual rate increases, which are based on the Consumer Price Index, rests with the provincial Cabinet. In 1986, Family Allowances were converted to a tax credit payable in advance through the income tax system. Since such credits are not taxable under the federal system, this conversion to a credit rendered Quebec Family Allowances non-taxable at the federal level. However, also in 1986, Quebec Family Allowances became taxable, through the Quebec income tax system, from the taxfiler claiming an exemption for dependent children. The amount recoverable was limited to the amount paid on behalf of the first two children in a taxfiler's family. As of January 1988, the Quebec government has ceased to recover any Quebec Family Allowances through the income tax system. In addition, the allowance has never been considered as income in the determination of eligibility for Social Aid (see Chapter 4).

This program began in 1974 and is administered by the Quebec Pension Board (Régie des rentes du Québec). Application of the Quebec Family Allowances Act is the responsibility of the Quebec Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu).

Beneficiaries:	March 1987	931,636 families (1,615,735 children)
Benefit Expenditures:	1986-87	$192,738,000

Availability Allowance (Allocation de disponibilité)

For the 1987 tax year, a Quebec resident (usually the mother) who was eligible for Quebec Family Allowances was entitled to an Availability Allowance on behalf of each child under six years of age as of the end of the year. Working parents who paid child care costs for children under six years of age could claim this non-taxable annual allowance instead of the Child Care Deduction on their provincial income tax form. Working parents eligible for the Availability Allowance could still use the provincial Child Care Deduction for child care costs with respect to children six years of age or over.

Even though a parent may not have had any provincial tax payable, the parent had to file a Quebec income tax return in order to claim the allowance. The amount of the allowance was $100 for the first child under six years, $200 for the second and $500 for each additional child. For the 1986 taxation year, the amounts were $300 for the first child, $200 for the second and $100 for the third and each additional child. The grant is included with any tax refund payable or is used to reduce any income tax owed. This program, which began in 1980, is administered by the Ministry of Revenue (Ministère du Revenu) in cooperation with the Quebec Pension Board (Régie des rentes du Québec). The legislative authority for the program is the Quebec Taxation Act (Loi sur les impôts du Québec).

For the 1988 tax year, the Availability Allowance will be replaced by a monthly allowance for children under six years of age (Allowance for Young Children - Allocation pour jeunes enfants). The first payment will be made in January 1989.

Beneficiaries:	1986 tax year	351,441 families
Benefit Expenditures:	1986 tax year	$127,044,000

Supplement for Handicapped Children (Allocation supplémentaire pour enfants handicapés)

Under the Quebec Family Allowances Act (Loi sur les allocations familiales), families raising a child under 18 years of age with a severe and permanent impairment may apply for this supplement to assist them in caring for the child. The child must be certified by a physician as being affected by a hearing, visual or motor impairment, mental retardation, or a psychological or chronic physical illness. Eligible families who are either caring for the child at home or paying the full costs of the child's care in a hospital or reception centre receive this allowance in addition to their monthly Quebec Family Allowance. The 1988 Supplement for Handicapped Children monthly rate is $97.73 per eligible child. Benefits are not taxable and are not considered as income in the determination of eligibility for Social Aid (see Chapter 4).

This program started in January 1980 and is administered by the Quebec Pension Board (Régie des rentes du Québec). Application of the Quebec Family Allowances Act is the responsibility of the Quebec Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu).

Beneficiaries:	March 1987	15,912 families
Benefit Expenditures:	1986-87	$17,474,000

Parental Wage Assistance Program (PWA) (Aide aux parents pour leurs revenus de travail - APPORT)

This program was launched in May 1988 and made retroactive to January of that year. The financial assistance provided by the PWA program contains two components: a supplement to employment income and reimbursement of a portion of eligible day care expenses, where applicable. In addition, families eligible for the PWA program do not have to pay provincial income tax.

There are two major categories of clientele involved. Workers with modest incomes and with dependent children will be encouraged by PWA to remain in the work force; Unemployment Insurance or welfare recipients with dependent children will have an incentive for joining the work force.

Applicants to the PWA program (and their spouses if applicable) must meet the following criteria.

i) They must be residents of Quebec: assistance will be paid only for those months in which the applicant (and spouse) lives in Quebec.

ii) They must have at least one dependent child (i.e., an unmarried child under the age of 18, or over 18 if in full-time attendance in a recognized educational facility). A maximum of two dependent children may be designated for calculation of benefits, although all dependent children are taken into account for reimbursement of a portion of child care expenses.

iii) They must have limited assets: the value of all assets with the exception of the principal residence must be under $45,000; if the applicant or spouse owns the property in

which they reside, the net value of the principal residence when added to the other assets must not exceed $90,000.

iv) They must expect to earn income within certain limits: employment, business or professional earnings must fall within the limits set by PWA. In the case of parents with child care expenses, minimum and maximum employment earnings are adjusted to reflect these, and vary from family to family. It must be pointed out that all other household income, including interest income, pensions, annuities, and so on, is also taken into consideration when the PWA benefit is being calculated.

Applicants meeting the PWA eligibility criteria come under the program for each month in which they have earned at least $150 in employment income and received not more than $300 in transfer payments (social assistance, unemployment benefits, workers' compensation payments, etc.). The assistance offered is calculated according to the applicant's estimated employment income for the year. It is paid in monthly installments equivalent to 75% of the expected annual benefit calculated on a monthly basis; these installments are paid only for those months in which the applicant earns an employment income. The balance will be paid by the Ministry of Revenue (Ministère du Revenu) at the end of the year, when a reconciliation is made between the installments paid and the benefit actually due, taking into account the predominant family situation and the actual earnings during the year. Applicants are required to report any change during the year to their family or financial situation. Any overpayments that might occur during the year, where applicable, will be recovered at the time of the annual reconciliation. Enrolment in the program takes place once a year.

The assistance paid takes the following factors into account: income from employment and other sources, assets, number of dependent children, family type (single or two-parent), day care expenses incurred, social aid received and (in the case of single-parent families) whether they are sharing accommodation. Two examples for 1988 follow:

i) The assistance given by PWA is $3,108 for a two parent - one child household, with one parent working throughout the entire year and earning $12,000 in employment income.

ii) A single-parent family with $3,770 in child care expenses for a young child, and with an employment income of $9,500 over 12 months, is entitled to $4,215; $1,850 of this amount represents a partial reimbursement of child care expenses.

The PWA program is administered by the Quebec Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu) under the terms of the Income Security Act (Loi sur la sécurité du revenu).

Ontario

Handicapped Children's Benefits

A family caring for a severely handicapped child (including a foster child) who is under 18 years of age may be eligible to receive a monthly Handicapped Children's Benefit. The child must be residing in the parent's home and have a severe handicap which results in a functional loss. Further, extraordinary costs must be incurred as a direct result of the handicap. Monthly benefits range from $25 to $300 per child, depending on expenses incurred, and are available to both Family Benefits recipients and to families who qualify on the basis of an income test.

For non-Family Benefits families, family income is an additional consideration in determining the amount of the benefit. An income test is applied which takes into account family income (total net income of both parents and the handicapped child) as reported for income tax purposes. Income thresholds vary, depending on family size, and affect the amount of the benefit. For example, a family of four or fewer with one handicapped child would qualify for a full benefit ($25 to $300) if its annual income was under $32,000. The benefits are reduced as the family income rises; a family of four or fewer would not qualify for benefits if its income exceeded $46,400 per year.

Benefits are not taxable and are not considered as income in determining Family Benefits eligibility (see Chapter 4). The program, which was implemented in 1977, is administered by the Ministry of Community and Social Services under the Family Benefits Act.

Beneficiaries:	March 1987	4,561 families (includes 975 FBA families)
Benefit Expenditures:	1986-87	included in total Family Benefits expenditures (see Chapter 4)

Manitoba

Child Related Income Support Program (CRISP)

Low-income families with dependent children under 18 years of age may apply for income-tested CRISP benefits. CRISP is payable to families who satisfy the following criteria:

i) support one or more children under 18 years of age who are listed as dependant(s) on a valid Manitoba Health Services Card;
ii) receive Family Allowances for the child(ren);
iii) have a total net family income within specified levels; and
iv) have net family assets of $200,000 or less (excluding principal residence, furnishings and family car).

Benefits are based on total family income for the previous tax year, less the following deductions:

i) 6% of total gross annual family income;
ii) $763 for each eligible dependent child (effective for the benefit year July 1987 to June 1988); and
iii) any maintenance or alimony payments made.

Estimated income for the current year may be used when there has been a change in the applicant's situation, such as a death or a change in marital status.

The CRISP benefit period runs from July to June. Re-application is required for each benefit year. The maximum benefit payable from July 1987 to June 1988 remained at $30 per month per child. Since July 1987, the maximum benefit is payable to families whose net annual income is $10,894 ("base income eligibility level") or less. Annual benefits are reduced by $12 for each $48 of net family income above these amounts. The base income eligibility level is indexed in consideration of any increase in the Consumer Price Index in the previous year.

CRISP benefits are not taxable; they are considered as part of the Social Allowances entitlement of eligible families (see Chapter 4). The program, which was implemented in January 1981, is administered by the Department of Employment Services and Economic Security under the Social Services Administration Act.

Beneficiaries:	March 1987	9,083 families (20,798 children)
Benefit Expenditures:	1986-87	$7,221,000

Saskatchewan

Family Income Plan (FIP)

A family with gross assets not exceeding a current market value of $150,000 (excluding principal residence, furnishings and family car) and in receipt of Family Allowances on behalf of any dependent children under 18 years of age may apply for this income-tested benefit. A dependent child earning sufficient income to be ineligible for Family Allowances is deleted from the family unit for the purpose of calculating FIP eligibility and benefit rates. Entitlement to FIP benefits is based on estimated income of the household for the current calendar year less allowable deductions and exemptions. Earnings of any dependent child in receipt of Family Allowances are excluded from income. Persons who have been in receipt of Saskatchewan Assistance Plan (regular social assistance) benefits for six consecutive months or more become ineligible for FIP. Instead, their monthly SAP benefit is increased to offset any reduction.

The FIP benefit period runs from April to March. Since April 1984, maximum benefits are $100 per month for each of the first three children and $90 per month for the fourth and each subsequent child. Effective June 1986, these amounts are payable to a family whose gross income less allowable deductions is at or below $8,700 per year plus Family Allowances. For every $2 of income over this amount, FIP benefits are reduced by $1. FIP benefits are not taxable; they are considered as part of the social assistance entitlement of eligible families (see Chapter 4).

This program, which started in October 1974, is administered by the Department of Social Services under the Saskatchewan Assistance Act.

Beneficiaries:	March 1987	7,678 families
Benefit Expenditures:	1986-87	$19,338,000

Provincial and Municipal Social Assistance Programs

Overview

Provincial and municipal social assistance programs, often called Canada's social security "safety net", are designed to provide income to meet the cost of basic requirements of a single person or a family when all other financial resources have been exhausted. This overview contains general information on selected design features of the social assistance programs in Canada, and is followed by individual provincial summaries. This chapter will focus primarily on direct financial assistance to needy persons in their own homes, which represents the main thrust of provincial social assistance programs. It should be noted, however, that the relevant legislation in each province also includes provisions concerning health and social services, assistance to persons in designated institutions providing care or supervision, and a wide range of administrative considerations which are either not covered or only given passing reference in this chapter.

Jurisdictional Matters

In accordance with the Constitution Act (1867), each province is responsible for the design, administration and delivery of its own social assistance program. Most provinces have a single, unified social assistance program. Long-term benefits are generated by computerized payroll issue from the provincial headquarters and short-term and emergency assistance are issued manually in local or regional offices of the provincial department of Social Services or its equivalent. Nova Scotia, Ontario and Manitoba are said to have a "two-tier" social assistance network. The provincial authority grants assistance where the client falls within a category which has been characterized as contributing to long-term need, such as sole-support parent. Each municipality in these three provinces is responsible for providing assistance to persons who do not fall within the categories under provincial jurisdiction, such as unemployed employables. Applicants for long-term assistance awaiting transfer to the provincial program and households requiring single-issue grants of emergency assistance may also be required to apply for municipal social assistance.

Under the Canada Assistance Plan (CAP) Act, the federal government shares 50% of approved costs of provincial social assistance programs. In Nova Scotia, Ontario and Manitoba, a portion of municipal social assistance payments is cost-shared by the provincial authority, whose claim to the federal government under CAP agreements includes these municipal expenditures. Social assistance benefits which are shareable under CAP are not considered taxable income under the Income Tax Act. However, they are considered as income for purposes of determining eligibility for the federal tax credit programs and the level of benefits available under them. It should be noted, however, that some of the program expenditures appearing in this chapter are not shareable under CAP. Questions regarding cost-sharing issues should be directed to the appropriate federal or provincial authorities. The Canada Assistance Plan is further described in Appendix D.

Eligibility

General

In general terms, the only eligibility requirement for social assistance benefits is need, regardless of cause. Assistance may be granted to individuals or family heads who are found, on the basis of a needs test (described later in this section), to be unable to provide adequately for themselves and any dependants.

Administrative Requirements

Any social assistance applicant must meet some basic administrative requirements in order to

establish initial and continuing eligibility. In all provinces, a social assistance applicant must:

i) submit a duly completed application to the appropriate authority (usually on a prescribed form);
ii) furnish any evidence as required in support of the application for assistance, such as proof of age, a medical certificate to confirm disability, a separation agreement, bank books, pay cheque stubs, etc.;
iii) permit a home visit by a social worker to discuss the financial and social situation of the household (this requirement may be waived in some cases, such as emergency and short-term assistance);
iv) provide written permission to the administering authority to verify any statement made in the application and any supporting documents concerning financial resources or any other circumstance of the household;
v) prove that all other potential sources[1] of financial support have been unsuccessfully explored; and
vi) report any change in circumstances which might affect eligibility or the amount of assistance to which the household is entitled, such as the death or departure of a family member or additional income from work or other sources.

Residence

Residence is not a condition of eligibility for social assistance, except in Nova Scotia, Ontario and Manitoba, where municipalities are responsible for the delivery - and a portion of the cost - of short-term assistance. In these provinces, an applicant's period of residence is a determining factor only with respect to which municipality or level of government is responsible for the cost of any assistance granted to that person.

Categories of Beneficiaries

Provincial social assistance legislation includes some specific conditions of initial and continuing eligibility which apply to particular client groups; although some of these requirements are unique to a particular province, some general observations may be made concerning these groups.

The majority of social assistance clients may be categorized as aged, disabled or unemployed employable persons, or single-parent families. These four categories account for the majority of the caseload, with the remaining small proportion comprising a number of smaller target groups, such as large, low-income families, transients, strikers, children living with a relative or guardian (see introduction to Chapter 3, "Provincial Programs"), and employed persons. In some provinces, persons who are fully employed are not eligible for any assistance except in cases of extreme financial hardship, while other jurisdictions may choose to apply the same needs test to all applicants, regardless of the circumstances of each case. Recently, the federal and most provincial governments have signed agreements allocating resources to programs aimed at the integration of social assistance recipients into the work force. (These measures are described further in this section.)

i) Aged Persons

A person of advanced age may qualify for social assistance notwithstanding eligibility for benefits from federal and provincial programs for seniors (see Chapter 2). Financial hardship might be due to some age-related special needs, the number of dependants in the household or ineligibility for Old Age Security benefits. Provided the person meets legislated eligibility criteria, social assistance may be granted. Most provinces have established higher basic assistance benefit levels or other special considerations for persons beyond their middle years.

ii) Disabled Persons

An applicant requesting assistance because of illness or disability is generally required to submit a medical certificate indicating the level of impairment and the potential for rehabilitation. This requirement may be waived - at least in the initial determination of eligibility - where the disability is obvious (e.g., paraplegia, severe mental handicap). All provincial programs have design features affecting disabled persons, including one or more of the following: higher exemption levels on assets and income, higher basic assistance levels, special disability-related

1 Depending on the province and the type of case, the expression "other potential sources of financial support" may include financial aid given or offered by, or available from, a parent, a grandparent, a sibling or a child over the age of majority.

allowances, and supplementary coverage for health and medical services.

iii) Unemployed Employable Persons

Each provincial social assistance program includes a number of measures designed to promote the entry or re-entry into the active labour force of able-bodied unemployed applicants. These measures may include lower exemption levels on assets and income than for the general caseload, reduced benefit levels and a wide range of employment support services and programs, some of which may be compulsory for applicants in this category. Some provinces may require unemployed employables, depending on their circumstances, to sign (and adhere to) an individualized contract which stipulates training and rehabilitation measures to be undertaken in order to regain financial independence. Other jurisdictions may choose to consider any financial assistance paid to persons in this category as a loan to be partially or totally repaid upon the persons' return to the labour force or upon receipt of any sum to which they were entitled for the period during which they were in receipt of social assistance. As a general rule, though, assistance may be granted to unemployed employable applicants only when the administering authority is satisfied that:

a) any history of unemployment was due, and any current unemployment is due, to circumstances beyond the person's control,
b) the person is willing to accept employment if physically capable of handling it or to engage in academic upgrading, retraining or other measures to reach a state of job-readiness, and
c) the person is making reasonable efforts to secure employment.

iv) Single-Parent Families

In recognition of the financial responsibility of parents with respect to their children, regardless of the family situation, a sole-support parent may be required, as a condition of eligibility for social assistance, to either initiate legal proceedings against an absent spouse, ex-spouse or putative father respecting maintenance payments, or to subrogate that right to the government. Moreover, some provinces may consider single parents as employable - and require them to actively seek and accept reasonable employment - where the parent and dependent child(ren) are physically and mentally healthy and where the dependants have reached a certain age (stipulated in provincial legislation). Depending on their age, unwed mothers may be required, as a condition of eligibility for assistance, to participate in rehabilitation programs (including academic upgrading, life skills training, job orientation, etc.).

Financial Eligibility

Needs Test

Generally speaking, social assistance may be granted to any "persons in need" (i.e., persons who are found to be unable to provide adequately for themselves and any dependants on the basis of a needs test). The needs test takes into account the budgetary requirements and the income and assets available to the applicant and other members of the applicant's household to meet such requirements. This procedure is also known as the "budget deficit method" of determining eligibility. Assistance may be granted on the basis of a budget deficit or an insufficient budget surplus. A deficit occurs where regularly recurring budgetary requirements exceed available financial resources, as determined in accordance with provincial legislation. Where a budget surplus (income remaining after the calculation of budgetary requirements) is inadequate to provide for a special need or an unexpected situation, assistance may also be granted. Thus, an applicant may be eligible for social assistance in an amount sufficient to cover only the cost of a particular medical requirement (e.g., diabetic supplies), a social service (e.g., family counselling) or other item of special need, where there is a likelihood of need if such assistance is withheld, and provided that the applicant meets other eligibility conditions.

Although each province defines "financial resources" differently, the following general provisions apply in all jurisdictions.

Assets

Certain exemptions are allowed with respect to actual and potential liquid assets and property of an individual or family applying for social assistance; any non-exempted assets are deemed to be available for current maintenance of applicants and their dependants. Asset exemption levels in any given jurisdiction may vary in accordance with case classification (employable, disabled, etc.) and the size

of the applicant's household; specific definitions of liquid assets and asset exemption levels are included in the provincial summaries. Homeowners applying for social assistance are not required to sell their principal residence and household effects (within reason) as a condition of eligibility. Persons applying for long-term assistance are usually granted a temporary exemption on property which exceeds allowable exemptions in order to allow for the sale of such property at a reasonable price. Assistance may be withheld, reduced or terminated where applicants or recipients have dissipated, spent, or otherwise dealt with their assets or other property in an unreasonable manner, including assignment or disposition of property for insufficient compensation (in order to qualify for assistance).

Income

Once a household's assets have been determined to be within the limits allowed, income from all sources is examined in the calculation of entitlement to social assistance. Whether through program regulations or policy guidelines, each province stipulates how specific types of income are considered, in order to ensure that all applications are treated in the same manner. Some types of income, such as workers' compensation benefits or an Old Age Security pension and, in most provinces, maintenance or alimony payments, are considered "unearned" and totally available for current maintenance. The net effect of unearned income is to reduce the amount of social assistance payable dollar-for-dollar. Other types of income, including the federal Child Tax Credit, payments to foster parents and special donations from charitable organizations are totally exempted in the calculation of financial resources; the household's social assistance entitlement is thus unaffected and its financial well-being improved. Where the source of income is employment, a partial exemption on earnings may be granted on that income as an incentive for the individual or family head to regain financial independence. In some jurisdictions, the earnings exemption provision applies only after initial eligibility has been established (i.e., an applicant's employment income may not be reduced using the earnings exemption in order to establish eligibility for social assistance). The actual calculation of the earnings exemption varies among provinces and is noted in the individual provincial summaries. Partial exemptions may also be allowed in some provinces on income from other sources such as room and board or property rentals. Part-time employment earnings of dependent children attending school and irregular income or casual earnings of other members of the household are totally or partially exempted, depending on the province.

In the determination of financial eligibility, a welfare authority may include imputed income in a household's financial resources, even though that household is not actually receiving money from any particular source. The most common examples of income imputation are situations where the applicant is living rent-free in return for janitorial services or as a result of shelter payments made by an absent or deserting spouse directly to a landlord, or where an applicant's excess property (i.e., exceeding allowable exemption levels) is deemed to be producing regular income.

A person may apply for social assistance while awaiting benefits from another program (such as Unemployment Insurance) or a lump sum payment of unearned income. In these cases, most provincial authorities will recover any amount of social assistance paid for which there was no entitlement. The recipient may be required to assign Unemployment Insurance or other benefits to the provincial department responsible for social assistance in an amount equal to the social assistance benefits received during or after the prescribed waiting period, or to repay such sums out of future social assistance benefits.

Benefits

Budgetary requirements covered by basic social assistance include food, clothing, shelter (including utilities), household and personal needs, and (in some provinces) regularly recurring items of special need. No two provinces use the same method of calculating social assistance benefit levels. Some jurisdictions use a "pre-added budget" approach, which combines two or more of the above requirements under a single support allowance with shelter-related costs paid separately up to specified maxima; others have chosen to grant assistance based on individual rate scales for each of the basic need components. Depending on the province, maximum shelter allowance levels may be established at the local/regional level (based on prevailing rates in that area) or for the entire province on a unified basis. Variables affecting the amount of shelter allowance payable may include the number of beneficiaries in any given household, the type of living arrangement (home ownership, tenancy, public housing, etc.), and the cost of fuel and utilities. Where actual shelter costs fall short of minimum levels set by regulation in certain provinces, the difference is deducted from the household's social assistance entitlement.

Each provincial authority is responsible for the indexation of social assistance benefit levels within its

jurisdiction. Most provinces have chosen an ad hoc approach to rate adjustments; where provinces have actually included indexation provisions in their social assistance legislation, details are provided in the individual provincial summaries. Where the periodicity and methodology of rate adjustments are regulated, all social assistance recipients in that province are guaranteed regular increases to their basic entitlement; moreover, the actual calculation of the increase is automatic, and government approval of additional funds to cover such increases is generally a formality. On the other hand, the ad hoc approach to the indexation of social assistance rates allows provincial authorities more flexibility in the determination of the following:

i) higher rate increases for disadvantaged categories of recipients;
ii) selective increases applying to individual components of basic assistance;
iii) economic indicators used as a basis for adjustments (other than CPI); and
iv) periodicity of rate adjustments.

In addition to financial assistance for basic needs, a wide range of social services and items of special need is also available, including allowances and services related to age, disability, employment, education, training and other special circumstances. All provinces also include provisions in their social assistance legislation respecting health and institutional needs. Examples of relevant types of assistance may include comfort and/or clothing allowances for persons in need in designated special care facilities, payment of health insurance premiums (in premium-paying provinces) and ancillary health-related benefits such as prescription drugs, dental care, vision care, prostheses, etc.

Because of the complexity involved in any social assistance rate calculation and the difficulty in determining the relative well-being of a social assistance household in any province, given the wide range of ancillary benefits and supplementary programs available, social assistance benefit levels have not been discussed in this report. Questions relating to benefit levels should be addressed to the appropriate provincial authorities.

Administration

The individual program summaries in this chapter provide the name of the provincial department responsible for the administration of the social assistance program, the legislative authority (name of Act and Regulations) and an indicator of the program delivery network (regional and local offices). The following points summarize other selected administrative aspects of social assistance programs in Canada.

Method of Payment

Social assistance benefits may be paid in a variety of ways - by cash, automated or manual cheque issue, voucher or authorization to purchase, or by direct payment to a third party vendor or supplier. Depending on the method(s) chosen by a particular province and the circumstances of each case, assistance may be granted on an ad hoc basis, every two weeks or monthly.

Case Review

As a condition of continuing eligibility for assistance, beneficiaries must report immediately any change in the circumstances of the household which would affect its entitlement to assistance or the amount thereof. In addition, each social assistance case is reviewed at least once per year for long-term cases and more frequently for able-bodied employables, either through a home visit by a case worker or a mail-in declaration (often appended directly to the social assistance cheque).

Recoveries and Reimbursement

Every province has established procedures to recover any amount of social assistance granted to a person who was not entitled to such assistance because of an unreported change in household income or other circumstances, accidental or willful misrepresentation or fraud. In addition, certain forms of assistance granted by a province or a municipality may be conditional upon a formal agreement signed by the recipient to reimburse the government for such assistance.

Appeals

In any province, applicants or recipients are allowed to file a request for appeal where they are dissatisfied with a decision affecting their entitlement to social assistance. Some provinces have established limits on issues which may be formally appealed, while others allow individuals to question any determination bearing on their case. Appeal systems may consist of a provincial appeals board made up of several members appointed by the minister responsible for social assistance or a local review committee of a few community members, or both.

Trustee

Where recipients are incapable of managing their own affairs, most welfare authorities may appoint a trustee to administer any assistance granted on behalf of those recipients; depending on

the province, an honorarium may be granted to the trustee for services rendered.

Federal-Provincial Agreement on Enhancement of Employment Opportunities for Social Assistance Recipients

At their conference in April 1985, the federal, provincial and territorial ministers of social services expressed serious concern about the unprecedented numbers of unemployed employables receiving social assistance in all jurisdictions. The ministers decided that existing and new initiatives to enhance the employment opportunities of social assistance recipients should be studied.

In September 1985, the federal ministers of the Department of National Health and Welfare (NHW) and Employment and Immigration Canada (EIC), and the provincial ministers with responsibility for the labour market and income security met to address this issue. A joint press release was issued, setting out a seven-point agreement between the two federal departments and the provincial departments of social services and employment which was intended to "break the cycle of welfare dependency". The seven points of the agreement are as follows:

i) to establish, with provinces and territories, participation levels for social assistance recipients in EIC's Canadian Jobs Strategy (CJS) training and employment programs;

ii) to utilize a portion of the Canadian Jobs Strategy Innovations Program funds for pilot projects aimed at enhancing the employability of social assistance recipients;

iii) to change CAP guidelines to allow provinces to extend the phase-out period for the provision of non-cash benefits for employment and training purposes from three months to 12 months, and to allow federal training allowances to be considered as earned income for the purposes of participants in projects under the employability enhancement initiatives;

iv) to initiate pilot projects (financed under CAP) to assess new programs designed to promote self-sufficiency;

v) to expand opportunities for social assistance recipients to participate in the Canadian Jobs Strategy and similar provincial programs;

vi) to develop improved information to support the management and evaluation of the programs for social assistance recipients; and

vii) to maintain close collaboration between EIC, NHW and provincial social services and employment departments.

The federal government thus entered into a wide-ranging and innovative federal-provincial strategy which allowed the utilization of funds, that would otherwise have been spent on social assistance for an individual, to be diverted to support such an individual while participating in an employability enhancement program. The fund-diversion strategy was launched on an experimental basis for a three-year period ending March 31, 1989.

As of January 1, 1988, all provinces except Quebec and Yukon had signed agreements with the federal government allocating funds to enhance the employability of social assistance recipients. Quebec signed an agreement in March 1988, retroactive to April 1, 1987.

Statistics

Each of the following provincial summaries includes a global expenditure figure for the 1986-87 fiscal year as well as a statistical profile of the caseload; statistical information for the two previous fiscal years may be found in Appendix B. It should be noted that benefit expenditure information in the provincial summaries does not include administrative costs; moreover, **users should not assume that all benefit expenditures appearing in this chapter are cost-shareable under the Canada Assistance Plan** (cost-sharing questions should be directed to the appropriate federal or provincial authorities). Costs related to drug-health benefit programs are also excluded unless otherwise noted. In addition, caseload data in the statistical tables are not comparable interprovincially because of definitional and program disparities between jurisdictions. With regard to the terminology which is used in the tables, the term "case" refers to the number of family units (single or multiple-person) in receipt of benefits while "recipients" refers to the total number of persons who benefit from the payments.

Newfoundland

Social Assistance

Social Assistance under the Newfoundland Social Assistance Act and Regulations is administered by the Department of Social Services through its five regional offices and 52 district offices throughout the province (including Labrador).

Eligibility

General

Social Assistance may be granted to persons who are physically present in Newfoundland, who lack adequate means to care properly for themselves and their dependants, and for whom Social Assistance is necessary for proper maintenance or rehabilitation. Aside from the general eligibility requirements outlined in the Overview to this chapter, a distinguishing feature of the Social Assistance program is the benefit delivery system for Short-Term Assistance (STA) and Long-Term Assistance (LTA).

Long-Term Assistance benefits are mailed directly from the Department of Social Services in St. John's to persons in need who are suffering from physical, mental or social handicaps and who have little or no income. Short-Term Assistance is usually issued manually by social workers in field offices to persons who are likely to have enough outside income to vary the amount of Social Assistance to which they are entitled on a monthly basis. STA may be payable to persons during brief periods of unemployment or as a result of an emergency situation; it also provides immediate assistance to cover any special needs of Long-Term Assistance cases which are not included in the regular LTA cheque issue.

Financial Eligibility

All applicants for Social Assistance are subject to a needs test as described in the Overview to this chapter. Some specific design features applicable to Newfoundland are noted below.

Assets

Applicants' liquid assets may not exceed the following allowable levels.

Short-term assistance:	single persons	$40
	family	100
Long-term assistance:	single person	1,500
	family	2,500
	aged or disabled (single)	3,000
	aged or disabled (family)	5,500

Liquid assets include cash in the bank, readily marketable securities and investments in companies, but does not include life insurance policies and rural development grants.

Income

In the determination of entitlement to benefits, a certain portion of monthly income from salary and wages may be exempted. For cases receiving Social Assistance for a reason other than unemployment or disability, the following monthly income may be exempted:

i) Single cases - First $30 plus 50% of income over $30 and up to $80 (maximum exemption $55); and
ii) Family cases - First $30 plus 50% of income over $30 and up to $200 (maximum exemption $115).

Earnings exemption levels for able-bodied unemployed applicants or recipients are set at 50% of the first $80 (single) or 50% of the first $200 (family). Disabled persons may retain 100% of the first $95 (single) or $190 (family).

Net earnings, against which the exemptions may be applied, are determined by deducting from the gross earnings of the applicant and/or spouse all compulsory deductions (including union dues) and work-related expenses (including transportation, work clothing and equipment, and housekeeper services).

As an incentive for single parents to actively pursue legal action for support, Newfoundland allows the above exemptions to be applied against any amount received through a court order of maintenance. In addition, they may be applied against provincial training allowances as well as similar allowances paid by the federal government to participants in projects under the federal-provincial agreement on the employability of social assistance recipients (described below). In no case, however, shall the total exemption for earnings, maintenance payments and training allowances exceed appropriate levels noted above.

In addition to the general eligibility requirements noted in the Overview with respect to unemployed employables, persons in this category in Newfoundland must submit an itemized statement of income for the 30 days immediately preceding the date of their application. The statement must prove that their income during that period did not exceed the amount of basic assistance (food, clothing, personal care, fuel, household maintenance, utilities and shelter) payable based on the size of the household plus the appropriate amount of earnings exemptions.

For treatment of other income, refer to the Overview.

Benefits

Regular assistance is calculated using a pre-added budget, which establishes a maximum assistance level covering the total requirements of the household for food, clothing, personal care, fuel, household maintenance and utilities. In addition, a shelter allowance is granted on the basis of the type of accommodation (rented or owned) and the size of the household. A special winter heating supplement is payable to Social Assistance households in Labrador. Able-bodied unemployed persons and childless couples under 50 years of age are subject to reduced pre-added budget levels; the actual amount of the reduction depends on whether the able-bodied persons are living with relatives, non-relatives or in their own home.

Disabled persons requiring supportive services to aid independent living may be granted a wide range of supplementary benefits, ranging from a flat-rate disability supplement of $125 monthly to the actual cost of shelter, utilities, and other goods and services deemed necessary for the safety, well-being or rehabilitation of the individuals concerned.

Agreement to Enhance the Employability of Social Assistance Recipients

In August 1986, the federal government (NHW and EIC) and Newfoundland (Departments of Social Services, Career Development and Advanced Studies, and Intergovernmental Affairs) signed a three-year agreement designating a total of at least $4 million per year, with an additional $1 million for 1986-87, to enhance the employability of social assistance recipients. Both orders of government will contribute equally. Under the agreement, funds will support components of Newfoundland's Employment Opportunities Program and the Canadian Jobs Strategy.

Benefit Expenditures

Benefit expenditures on Social Assistance during the 1986-87 fiscal year were $100,648,000.

Table 4.1
Newfoundland
Social Assistance
Number of Cases and Recipients
as of End of Quarter
June 1986 to December 1987

	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases	20,331	21,185	21,197	21,398	20,413	20,846	20,247
Recipients	49,011	51,884	50,293	50,492	48,469	50,741	48,583

Figure 4.1
Newfoundland
Social Assistance
Percentage Distribution of Caseload
by Case Composition
March 1987

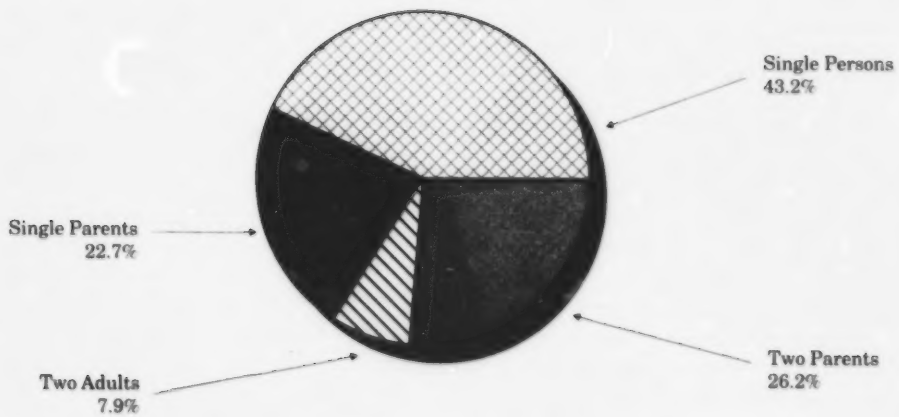
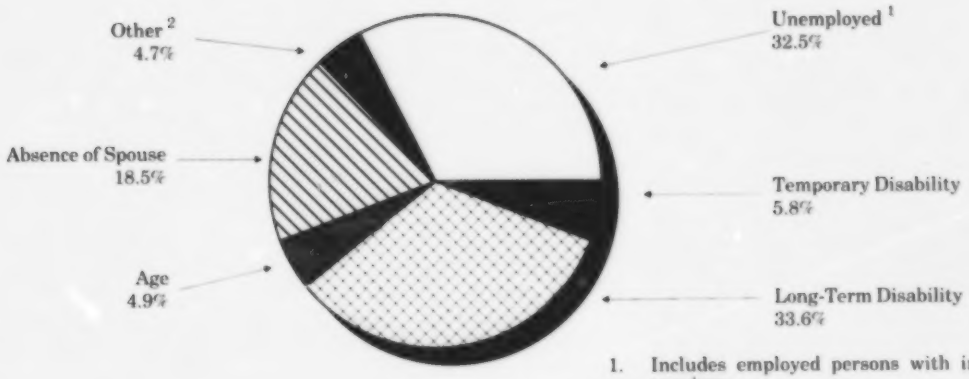
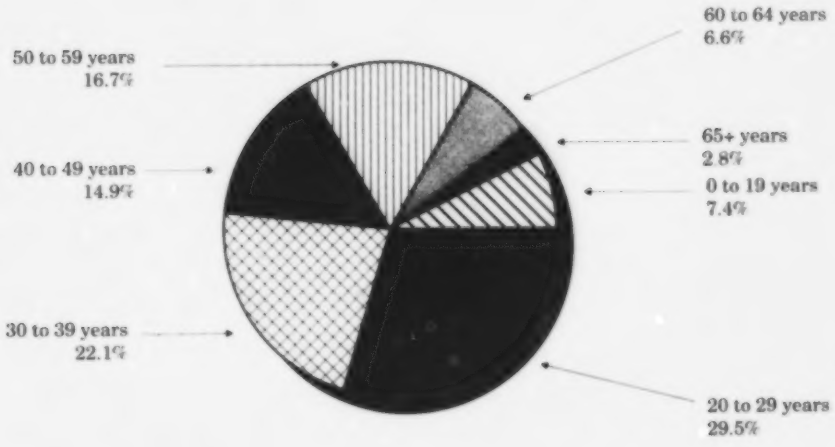


Figure 4.2
Newfoundland
Social Assistance
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



1. Includes employed persons with insufficient earnings.
2. Includes persons attending school, persons caring for spouse and/or children and no information given.

Figure 4.3
Newfoundland
Social Assistance
Percentage Distribution of Caseload
by Age Group of Head
March 1987



Prince Edward Island

Financial Assistance

In Prince Edward Island, Financial Assistance under the Welfare Assistance Act and Regulations is provided through five regional offices of the Department of Health and Social Services located in the major centres of the province.

In September 1987, a Welfare Assistance Review Committee was established to examine "the structure and adequacy of ... benefits; policy and program features to encourage employment and other alternatives to welfare assistance; and housing issues confronting recipients". The Committee's recommendations are expected early in 1989.

Eligibility

General

Under the Welfare Assistance Act, assistance shall be provided to "any person in need and to any person who is not in need but likely to become a person in need if the goods or services are not provided". The eligibility guidelines outlined in the Overview to this chapter generally reflect the situation in Prince Edward Island.

Financial Eligibility

Assistance may be granted to any persons who are unable to provide adequately for themselves or their family on the basis of a needs test that relates their financial requirements to their available assets, in accordance with the Regulations.

As a condition of eligibility, an applicant or beneficiary must explore resources which may be available from family members, including parents, grandparents, siblings or children over the age of majority; assistance given or offered by, or available from a family member to an applicant or beneficiary shall be considered as a financial resource unless, in the opinion of the Director, it would be unreasonable to do so.

Except in the case of emergency assistance (one month or less), the applicant must, as a condition of initial and continuing eligibility, provide proof of income and receipts for drugs, shelter, fuel, utilities, real property taxes, fire insurance and items of special need for the past six months.

Special design features of the financial eligibility provisions in Prince Edward Island are noted below.

Assets

Applicants are allowed to exempt a certain portion of their liquid assets in the determination of their eligibility for benefits. Asset exemption levels vary according to the type of case.

Short-Term Assistance (under four months)	
seasonally unemployed applicant	$50
Long-Term Assistance (four months or more)	
single person	200
single disabled person	900
couple, one or both spouses disabled	1,800
single parent, one child	1,200
each additional child	300
maximum family exemption	2,400
married couple	1,200
each child	300
maximum family exemption	2,400

Liquid assets include cash on hand, in a bank, credit union or cooperative, and the realizable value of stocks, bonds, debentures, the cash surrender value of life insurance policies, savings receipts, mortgages, and bequests or settlements.

Income

For a beneficiary who has not been employed in permanent and full-time employment prior to submitting an application for assistance, or who has been absent from the labour market for a period of 12 consecutive months prior to obtaining employment while receiving social assistance, an exemption is allowed on net wages or earnings. The exemption is equal to 20% of wages for the first six months of such employment and 10% of wages for the next six months. No wage exemption is allowed after this 12-month period. The requirement concerning 12 months' absence from the labour market may be waived for any client who is participating in a program under the federal-provincial employment enhancement agreement (described below).

The following involuntary deductions from the applicant's wages are not included in the computation of income:

i) deductions for Unemployment Insurance and Canada Pension Plan;
ii) group life and group medical insurance premiums;
iii) income tax deductions; and
iv) other similar matters that are a condition of receiving the salary or wages.

When applicants or beneficiaries are using their own vehicle to travel from their residence to their place of employment, a maximum of $25 per month is allowed as an expense.

For treatment of other income, refer to the Overview.

Benefits

Where the financial needs of an individual or family head are deemed to be long-term in nature (four months or more), maximum entitlement is based on a monthly pre-added budget for food, clothing (payable starting in the fourth month), household and personal needs, plus an allowance to cover the actual cost of shelter up to stipulated maxima (provided that such cost does not exceed the beneficiary's reasonable needs or the cost of similar accommodation in the same community). The cost of regularly recurring special needs is also included in the household's basic allowance.

Depending on the individual circumstances of each case, where a client is eligible for short-term assistance (up to four months), the benefit level payable may be determined by using the above method or by calculating entitlement for each item of basic and special need, in accordance with maxima stipulated in the Regulations. Clothing allowances are not payable to short-term assistance cases as of July 1985 (except as a special need). In all cases where assistance is required for less than four months, lesser amounts than those prescribed by Regulation may be granted where such amounts will suffice to meet emergency or short-term needs (including items of special need).

Agreement to Enhance the Employability of Social Assistance Recipients

In October 1987, the federal government (NHW and EIC) and Prince Edward Island (Department of Health and Social Services) signed an agreement allocating $2 million to improving employability. The agreement specifies that funding will be split between the two levels of government (60% provincial and 40% federal), and provides for a 20% participation rate for long-term welfare assistance recipients in existing Job Development and Job Entry programs under the Canadian Jobs Strategy. Additionally, funds will be used to establish an Employment Enhancement Program to provide needs assessment, life skills upgrading, academic upgrading and job skills training.

Benefit Expenditures

Benefit expenditures on Financial Assistance for the 1986-87 fiscal year were $23,189,000.

Table 4.2

Prince Edward Island

Financial Assistance

Number of Cases by Case Composition
and Number of Recipients
as of End of Quarter
June 1986 to December 1987

Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases							
Singles	2,228	2,195	2,323	2,409	2,294	2,146	2,217
Families	2,033	2,020	2,093	2,129	2,020	1,984	2,092
Couples	164	168	189	202	175	182	192
Couples with dependants	645	619	675	669	597	557	626
Single parents	1,224	1,233	1,229	1,258	1,248	1,245	1,274
Total Cases	4,261	4,215	4,416	4,538	4,314	4,130	4,309
Recipients[1]	8,905	8,809	9,199	9,379	8,845	8,547	8,968

1. Data up to and including September 1986 are estimates based on an October 1986 average of 2.09 persons per case.

Figure 4.4
Prince Edward Island
Financial Assistance
Percentage Distribution of Caseload
by Age Group of Head
March 1987

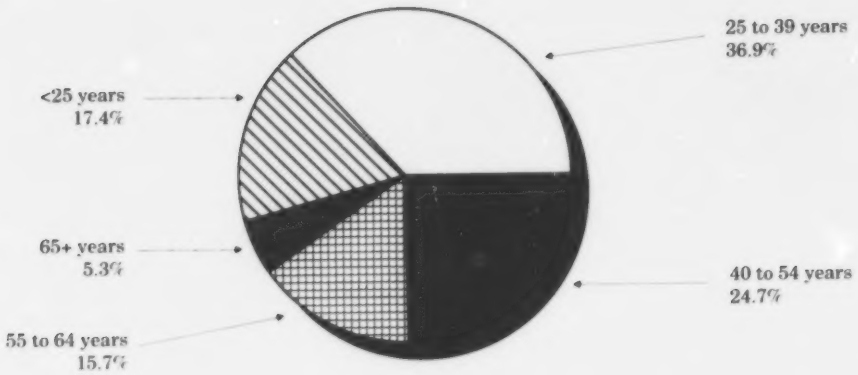
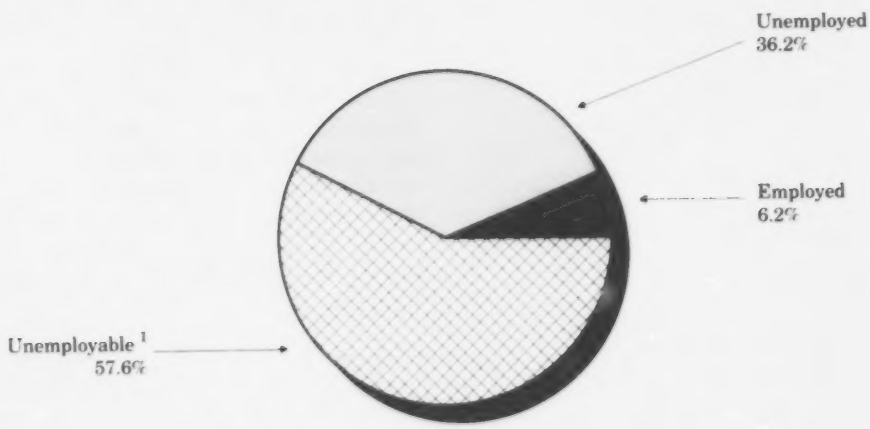


Figure 4.5
Prince Edward Island
Financial Assistance
Percentage Distribution of Caseload
by Employment Status of Head
March 1987



1. Includes 0.3% of cases with no information.

Nova Scotia

In Nova Scotia, the provincial and municipal levels of government share responsibility for the provision of financial assistance to persons in need. The Family Benefits Act (FBA) and Regulations authorize the province to grant assistance to persons or families who are in need where the duration on assistance is likely to be prolonged in nature. The Department of Community Services[1] administers FBA assistance from its five regional offices throughout the province and 13 district offices located within those regions. General Assistance covers short-term needs and other special situations, and is administered by municipalities having organized Social Services departments.

Family Benefits

Eligibility

General

Categories of applicants who may be eligible for Family Benefits include persons 65 years of age and over who are not eligible for federal Old Age Security benefits, persons with a major physical or mental impairment which is likely to last for at least one year, unemployable single women from 60 to 64 years of age, sole-support parents who have care and custody of at least one dependent child, and foster parents.

Financial Eligibility

Eligibility for FBA is determined on the basis of a needs test, which involves a comparison of the aggregate of allowable shelter costs and personal allowances for each member of the household with non-exempted financial resources (as noted below). The deficit, if any, is the FBA entitlement. Allowable shelter costs may include rent or mortgage, electricity and fuel up to a maximum level based on family size.

Assets

The following liquid assets are exempted from the calculation of financial resources of an applicant for, or recipient of, FBA:

i) $1,500 for a single elderly person;
ii) $2,500 for an elderly person residing with a spouse, or for a single mother with at least one dependent child;
iii) $3,000 for a single disabled person; and
iv) $5,500 for a couple (where both spouses are eligible), for a disabled father with at least one dependent child, or for a woman with dependant(s) whose spouse is in a sanatorium or a hospital.

Liquid assets include cash, bonds, stocks, debentures, other assets which can be converted readily into cash, and a beneficial interest in assets held in trust and available to be used for maintenance. The amount remaining to be paid under a mortgage or agreement for sale and the cash surrender value of a life insurance policy are not considered liquid assets.

The Family Benefits program allows a further exemption of up to $1,500 for the training or education of each dependent child in the family, provided that these sums are held in an irrevocable trust fund. However, FBA eligibility cannot be created, nor entitlement increased, by setting up a dependent child trust using non-exempted income.

Income

No deductions or exemptions are allowed on wages in the calculation of initial eligibility of an applicant. In the determination of ongoing entitlement to Family Benefits, a recipient is allowed a monthly deduction from gross wages of $100 for a single person or $200 for a person with at least one dependant, plus 25% of gross wages exceeding these levels.

For treatment of other income, refer to the Overview.

Benefits

FBA assistance levels are based on the number of recipients in the household and its living arrangement. The shelter component covers the actual cost of rent or a mortgage, fuel, electricity, taxes, water, repayment of a home improvement loan, household supplies and house maintenance, provided that the aggregate of these costs does not exceed the maximum shelter allowance stipulated in the Regulations for any given family size. The flat-rate personal needs component of the household's budget covers food, clothing and miscellaneous essentials, and is based on the family's composition (number of adults and children) and its living arrangement (e.g., tenancy, boarding). In addition, a flat-rate allowance for routine transportation is payable to each FBA household.

Special assistance under the Family Benefits Act is limited to specified medical requirements (including medication and test materials for diabetics, special medical examinations and related transportation costs), rehabilitation services and Pharmacare for disabled FBA recipients. For other

1 The Department of Social Services was renamed Community Services in December 1987.

items of special need, FBA recipients must apply for municipal General Assistance in the municipality where they have established residence.

Under the Family Benefits Regulations, the Minister of Community Services shall review Family Benefits rates semi-annually and adjust these rates to the nearest dollar in accordance with any increase in the Consumer Price Index.

Benefit Expenditures

Benefit expenditures on Family Benefits during the 1986-87 fiscal year were $117,357,000.

Municipal General Assistance

Nova Scotia's Social Assistance Act authorizes municipalities to provide financial assistance on a cost-shared basis where need is deemed to be short-term in nature and in other special circumstances, as noted below.

Financial assistance granted by municipal units having approved organized Municipal Social Services programs is reimbursed by the province at a minimum rate of 75%; actual cost-sharing levels vary for each municipality in accordance with the provincial regulations. Where a municipal unit does not have a recognized Social Services office, the provincial government shares assistance costs at the rate of 66 2/3%.

Each of the 66 municipalities granting General Assistance in the province establishes rules and regulations governing eligibility, benefits and administrative procedures, subject to minimum standards set by the province. Each municipality must submit its social assistance policies for approval by the provincial Department of Community Services in order to ensure that these standards are met.

The following summary contains general information on municipal social assistance in the province, along with some specific observations concerning the General Assistance program in the Halifax region.

Eligibility

General

The provincial Social Assistance Act authorizes a municipality to grant assistance to the following groups residing in that municipality: able-bodied unemployed persons in short-term need situations; employed persons requiring income supplementation due to special needs; Family Benefits (FBA) recipients with special needs not covered under FBA legislation; and persons with long-term needs who do not qualify under any FBA case classification.

Financial Eligibility

The budget deficit method (needs test) is used to determine initial and ongoing eligibility and the amount of assistance required. Assistance payments are calculated by totalling the costs of items such as food, clothing, shelter and drugs, and deducting from the total any financial resources which the municipality considers available for current maintenance.

Assets

Provincial policy permits any municipality to allow applicants to retain liquid assets in amounts not exceeding guidelines established by the federal government under the Canada Assistance Plan. In practice, municipalities require an applicant to expend liquid assets to meet ongoing needs before being considered as eligible for General Assistance; however, an applicant's residence, furnishings and car are not usually considered as financial resources unless their value is excessive. The social assistance administrator of any given municipality may allow exemptions on certain types of assets, depending on municipal policy or on the circumstances of specific cases.

Income

Most Nova Scotia municipalities do not allow any exemptions on income from earnings or any other source. In the Halifax region, a recipient is allowed a monthly exemption on wages from part-time or full-time employment of $50 for a single person and $100 for a client with at least one dependant. The amount against which this exemption may be applied is equal to gross earnings minus routine deductions such as income tax, pension plan contributions, medical insurance premiums and union dues. Partial exemptions may also be allowed in the Halifax region on income from specified sources, such as room and board, property rentals and business.

For treatment of other income, refer to the Overview.

Benefits

Each municipality establishes its own rates subject to provincial approval. In the Halifax region, maximum levels are set for individual items of basic need, based on family size and ages of dependent children. A pre-added budget chart which aggregates amounts for individual items of basic need is used to calculate the total entitlement of a family or an individual on assistance for over one month. In addition to providing financial assistance on an ongoing basis, municipalities may grant emergency assistance to cover urgent and immediate needs.

Benefit Expenditures

Municipal General Assistance benefit expenditures for the 1986-87 fiscal year were $41,856,000.

Agreement to Enhance the Employability of Social Assistance Recipients

In August 1987, the federal government (NHW and EIC) and Nova Scotia (Departments of Community Services, and Vocational and Technical Training) signed an agreement to fund measures to help social assistance recipients obtain and hold stable employment. Under the agreement, each order of government will contribute $2.5 million for each of 1987-88 and 1988-89 to support training and employment initiatives. The agreement ensures increased participation of social assistance recipients in the Canadian Jobs Strategy's Job Entry and Job Development programs; a target participation level of 25% was established for 1987-88. It is estimated that the initiative will assist over 1,000 clients in its first year.

Table 4.3
Nova Scotia
Family Benefits and General Assistance
Number of Cases and Recipients
by Program as of End of Quarter
June 1986 to December 1987

Program	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Family Benefits							
Cases	23,409	23,521	23,686	22,933	22,940	23,006	23,179
Recipients	44,951	44,893	45,138	44,141	44,190	44,018	44,240
General Assistance							
Cases	10,318	10,948	12,406	12,638	12,046	11,821	11,676
Recipients	23,774	24,882	28,162[1]	28,688[1]	27,344[1]	26,834[1]	26,505[1]
Family Benefits and General Assistance							
Cases	33,727	34,469	36,092	35,571	34,986	34,827	34,855
Recipients	68,725	69,775	73,300	72,829	71,534	70,852	70,745

1. Data are estimates based on an average of 2.27 persons per case.

Note: Due to the nature of municipal reporting systems, all General Assistance data should be treated as estimates.

Table 4.4
Nova Scotia
Family Benefits
Number of Cases by Case Composition
as of End of Quarter
June 1986 to December 1987

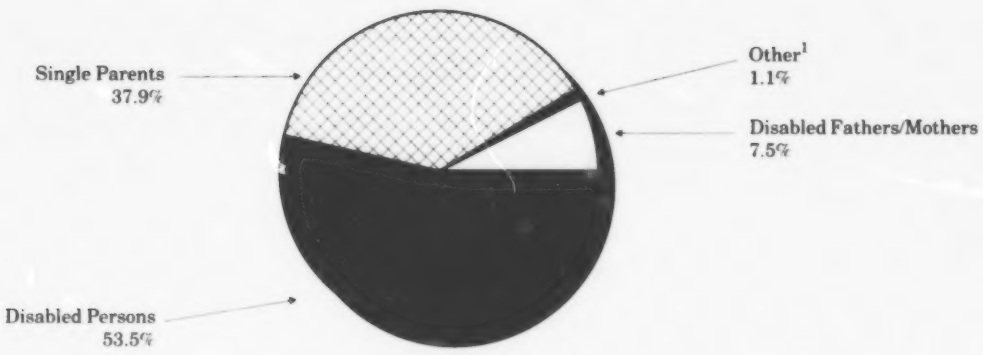
Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Singles	10,846	10,901	10,840	10,497	10,533	10,665	10,761
Families	12,340	12,324	12,411	12,399	12,374	12,335	12,414
Couples	1,955	2,027	1,728	1,904	1,658	1,636	1,617
Couples with dependants	1,802	1,767	2,083	1,741	1,733	1,694	1,684
Single parents	8,583	8,530	8,600	8,754	8,983	9,005	9,113
Unknown	223	296	435	37	33	6	4
Total Cases	23,409	23,521	23,686	22,933	22,940	23,006	23,179

Table 4.5
Nova Scotia
Family Benefits
Number of Cases by Reason for Assistance
and Age Group of Head
March 1987

Reason for Assistance	Age Group of Head							Total
	<21	21-29	30-39	40-49	50-59	60-64	65+	
Disabled Person	353	2,031	2,241	2,308	3,629	1,684	32	12,278
Disabled Father/Mother	0	87	375	528	525	152	42	1,709
Single Parent								
Divorced	3	247	815	446	100	11	0	1,622
Widowed	2	21	118	208	246	14	3	612
Deserted	22	848	1,314	598	162	10	1	2,955
Unmarried	343	2,212	705	174	43	6	0	3,483
Wife of disabled man	0	2	0	3	2	1	0	8
Wife of prisoner	1	9	8	2	0	0	0	20
Foster Parent	0	10	17	26	50	16	67	187[1]
Unemployable Person	0	0	0	1	1	33	1	36
Aged Person	0	0	0	0	0	0	22	23[1]
Total Cases	724	5,467	5,593	4,294	4,758	1,927	168	22,933

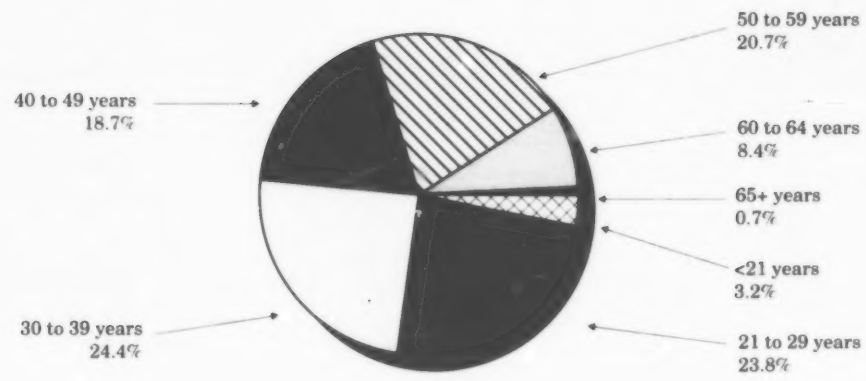
1. Individual components do not add due to a minor reporting discrepancy.

Figure 4.6
Nova Scotia
Family Benefits
Percentage Distribution of Caseload
by Major Reason for Assistance
March 1987



1. Includes foster parents, unemployable persons and aged persons.

Figure 4.7
Nova Scotia
Family Benefits
Percentage Distribution of Caseload
by Age Group of Head
March 1987



New Brunswick

Social Assistance

The New Brunswick Department of Income Assistance is responsible for the administration of social assistance under the Social Welfare Act and Regulation throughout its 13 regions and the eight branch offices within those regions.

Eligibility

General

Social assistance is provided by three separate programs of financial support for persons who lack the means to provide for their basic needs and the needs of their families, and who have no other source of financial support. These three programs are administered under the Social Welfare Act.

Prior to being tested for financial eligibility, all single persons and family heads 19 to 54 years of age require an employability assessment to determine their budgetary requirements (which are based on high, medium or low employability). This requirement does not apply to applicants who are unemployable by reason of age, disability or other special circumstances, nor to persons applying for "single-issue" (emergency) assistance or to employed applicants.

A person 19 years of age or over who applies by reason of mental or physical handicap is required to have a medical assessment. The applicant may be considered eligible under the Long-Term Established Needs Program or the Upgrading, Training and Placement Program (see "Benefits" below), depending on the severity of the handicap and the recommendations of the Provincial Medical Advisory Board, which is appointed by the Minister of Income Assistance.

Financial Eligibility

Once an applicant's eligibility has been established in terms of social need (e.g., disability, family situation) and no alternate source of support is available, non-exempt assets (see Overview to this chapter) are examined with respect to allowable levels. Income is also considered, first to determine eligibility and then to establish the budget deficit. This deficit is determined by taking the fixed allowance level (discussed later under "Benefits") appropriate to household structure and size, plus the amount required for regularly recurring items of special need, and deducting from the total an amount equal to the non-exempted income of the household.

Special design features with respect to financial eligibility are noted below.

Assets

In the determination of eligibility for social assistance, the following exemption levels may be applied against the liquid assets of the applicant.

General caseload per recipient	$ 500
per household (maximum)	1,000
Blind or disabled	
for first disabled recipient in a unit	1,000
for second disabled recipient in a unit	1,000
for each additional disabled recipient in a unit	300

The liquid assets against which the above exemptions may be applied include cash on hand, convertible trust funds, mortgages or other collectable loans, valuables in a safety deposit box, property other than the applicant's residence, and the cash surrender value of life insurance policies exceeding $1,000 per household (the first $1,000 is totally exempt for all households).

Income

In determining the ongoing entitlement of an applicant or recipient, up to $150 for a single person or $200 for a single parent or a couple with or without children may be exempted from the calculation of net monthly income from part-time or full-time employment. Net income refers to gross amount earned minus involuntary deductions such as income tax, union dues, Unemployment Insurance and Canada Pension Plan contributions and Blue Cross premiums. This provision may not be used to reduce income from training or educational allowances, or property rentals. A household may qualify for either the above earnings exemption or a total exemption of financial assistance received from the Department of Income Assistance under the Assistance for the Reduction of Rental Costs Program (see Chapter 5).

For a two-year test period which began in November 1986, clients with very high employment potential are granted a supplementary exemption on income equal to the following:

i) $250 per month for two months in the case of single persons; and
ii) $200 per month for two months and $100 for the third month for units consisting of two or more persons.

For treatment of other income, refer to the Overview.

Benefits

Social assistance covering food, clothing, household and personal items, fuel and utilities, routine transportation and shelter is calculated in accordance with the "fixed allowance level", which is a pre-added amount appropriate to the household's size and circumstances. Fixed allowance levels vary according to each household's program classification as established under regulation. Highest allowance levels apply to households in the Long-Term Established Needs (LTEN) Program, followed by the Upgrading, Training and Placement (UT&P) Program, and finally the Interim Assistance (IA) Program. Caseload composition for each of these three components is as follows:

i) LTEN:
   a) a person in need or his/her spouse who is 18 years of age or older and who has been designated as blind or disabled, or
   b) a person in need who has been in continuous receipt of social assistance since June 1981 (allowing for up to three months off assistance during this period), who is 45 years of age or older, and is assessed as having low or medium employment potential, or who is 55 years of age or over, and is assessed as having high employment potential;

ii) UT&P: a person in need who has upgrading, training or placement potential but who does not meet the criteria for either LTEN or IA;

iii) IA: a person in need who is either
   a) 19 to 54 years of age and assessed as having high employment potential,
   b) a parent with dependant(s), where the parent or spouse is eligible for and awaiting Unemployment Insurance benefits, or
   c) under 19 years of age and whose parental home is found to be unsuitable for his/her care, training and development.

For all households except those which include a blind or disabled adult, when the actual cost of shelter is less than 25% of the appropriate fixed allowance levels, the difference may be deducted from the household's maximum entitlement depending upon other peripheral shelter-related costs.

Single persons and childless couples who are eligible for and awaiting Unemployment Insurance benefits are not eligible for social assistance for an eight-week period.

Under the Adolescent Parent and Children Services (APACS) Program, an allowance and a supportive living environment may be provided to a single adolescent parent under 19 years of age who is unable to live in the parental home and is otherwise eligible for social assistance. The allowance paid to the adolescent parent is equivalent to the fixed allowance payable to a single person; the child is paid separately in an amount equal to the prevailing foster care rate. As a condition of eligibility for APACS, the single parent must agree to participate in specified training and rehabilitation programs. APACS clients are no longer considered part of the social assistance caseload of the province; although they continue to receive financial assistance from the Department of Income Assistance, social services are delivered by the Department of Health and Community Services, which is responsible for the administration of APACS. The status of this program is expected to change during 1988-89.

Under the Social Welfare Regulation, the amount of assistance payable for all households may be adjusted cumulatively each year using as an approximate guide the percentage increase in the Consumer Price Index for the previous calendar year.

Agreement to Enhance the Employability of Social Assistance Recipients

In January 1986, the federal government (NHW and EIC) and New Brunswick (Departments of Income Assistance, Advanced Education and Training, and Labour) signed an agreement to jointly fund initiatives which enhance the employability of social assistance recipients. Together, the two orders of government will allocate $18 million. For 1986-87, $1 million was allocated, with $7 million budgeted for 1987-88 and up to $10 million for 1988-89. The money will be used to expand the Job Development and Job Entry programs of the Canadian Jobs Strategy for social assistance clients; target participation levels have been set at 30% and 25%, respectively. These levels are to be reviewed and adjusted as necessary. Additionally, funding will be used to develop and expand provincial programs (such as the Future Opportunities to Combat Unemployment Successfully - FOCUS) for social assistance recipients.

Benefit Expenditures

Total social assistance expenditures in 1986-87 for the LTEN, UT&P and Interim Assistance programs were $202,394,000.

Table 4.6

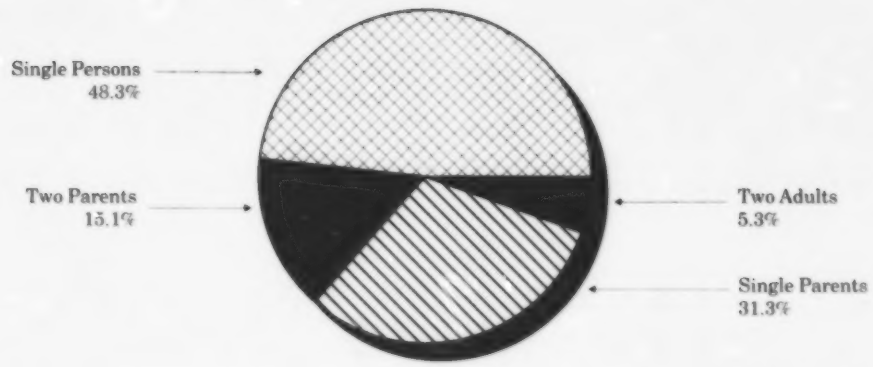
New Brunswick

Social Assistance Programs

Number of Cases by Case Composition
and Number of Recipients
as of End of Quarter
June 1986 to December 1987

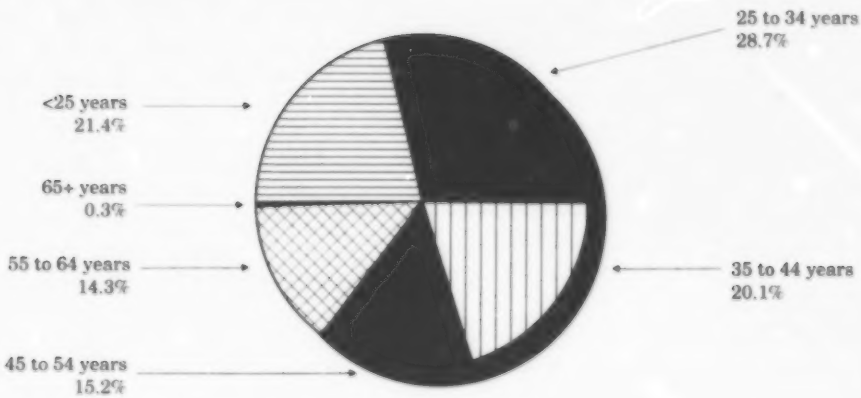
Program	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Long-Term Established Needs Program (LTEN)							
Cases							
Singles	5,699	5,670	5,776	5,721	5,696	5,885	5,934
Families	1,986	1,900	1,990	1,903	1,820	1,974	1,971
Two-person	628	619	640	629	617	659	695
One-parent	839	798	847	798	767	856	824
Two-parent	519	483	503	476	436	459	452
Total Cases	7,685	7,570	7,766	7,624	7,516	7,859	7,905
Recipients	11,008	10,706	11,053	10,717	10,411	10,991	10,944
Upgrading, Training and Placement Program (UT&P)							
Cases							
Singles	7,327	7,409	7,501	7,697	7,732	7,338	7,395
Families	16,305	16,148	16,188	16,518	16,422	15,787	15,899
Two-person	913	971	1,013	1,039	1,045	1,000	1,039
One-parent	10,363	10,383	10,395	10,543	10,732	10,549	10,663
Two-parent	5,029	4,794	4,780	4,936	4,645	4,238	4,197
Total Cases	23,632	23,557	23,689	24,215	24,154	23,125	23,294
Recipients	57,699	56,853	56,807	57,851	57,158	54,530	54,573
Interim Assistance Program (IA)							
Cases							
Singles	4,053	3,636	3,627	4,143	3,942	3,251	3,277
Families	368	369	417	379	341	343	393
Two-person	228	209	230	260	245	204	211
One-parent	29	41	46	33	33	44	51
Two-parent	111	119	141	86	63	95	131
Total Cases	4,421	4,005	4,044	4,522	4,283	3,594	3,670
Recipients	5,027	4,634	4,774	5,107	4,784	4,166	4,364
Total Social Assistance							
Cases							
Singles	17,079	16,715	16,904	17,561	17,370	16,474	16,606
Families	18,659	18,417	18,595	18,800	18,583	18,104	18,263
Two-person	1,769	1,799	1,883	1,928	1,907	1,863	1,945
One-parent	11,231	11,222	11,288	11,374	11,532	11,449	11,538
Two-parent	5,659	5,396	5,424	5,498	5,144	4,792	4,780
Total Cases	35,738	35,132	35,499	36,361	35,953	34,578	34,869
Recipients	73,734	72,193	72,634	73,675	72,353	69,687	69,881

Figure 4.8
New Brunswick
Social Assistance[1]
Percentage Distribution of Caseload
by Case Composition
March 1987



1. Includes cases under the Long-Term Established Needs, Upgrading, Training and Placement and Interim Assistance programs. See Table 4.6 for details.

Figure 4.9
New Brunswick
Social Assistance[1]
Percentage Distribution of Caseload
by Age Group of Head
March 1987



1. Includes cases under the Long-Term Established Needs, Upgrading, Training and Placement and Interim Assistance programs. See Table 4.6 for details.

Quebec

Social Aid (Aide sociale)

The Quebec Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu du Quebec) is responsible for the administration of the Social Aid program, under the legislative authority of the Social Aid Act (Loi sur l'aide sociale) and Regulations. The program is administered through the Ministry's 15 regional and 135 local offices throughout the province, including 24 in Montreal; these local offices are known as Quebec Work Centres (centres Travail-Québec). The City of Montreal is responsible for the administration of the Social Aid program within its municipal boundaries, in accordance with the terms and conditions of the provincial legislation.

In December 1987, the Ministry of Manpower and Income Security released a position paper entitled "Towards an Income Security Policy", in which the Quebec government announced its plan to establish a new income security system based on reform of the existing Social Aid program and the introduction of a new work income supplement program. There are three components to this new policy.

i) The Financial Support Program (Programme soutien financier) is designed to respond more generously to the needs of unemployable individuals.

ii) The Employment Incentive Program (Programme d'actions positives pour le travail et l'emploi - APTE) for employable individuals is designed to grant equal treatment to childless, employable social aid beneficiaries under 30 years of age. As well, it will temporarily subsidize the needs of individuals looking for work; encourage individuals to return to work and encourage participation in employment development measures.

iii) The Parental Wage Assistance Program (Aide aux parents pour leurs revenus de travail - APPORT), which will replace the Work Income Supplement Program described at the end of the Quebec section of this Chapter, is designed to encourage low-income families with children to remain in or join the work force. Refer to Chapter 3 for a description of APPORT.

A Parliamentary Committee was established to evaluate the policy proposals through public consultation. After five weeks of public consultation beginning in February 1988, the proposals were to be reassessed and revised if necessary; a bill has been tabled in the National Assembly.

Eligibility

General

The aim of the Social Aid program is to provide to residents deprived of means of subsistence an income which will allow them to meet their basic needs and those of their dependants.

Aside from the general eligibility conditions outlined in the Overview to this chapter, adherence to a recovery plan based on the circumstances of each household may be imposed on applicants. The recovery plan establishes any required training or rehabilitative measures, or any other appropriate initiative which will facilitate applicants' entry or re-entry into the labour force and generally improve their standard of living. Social Aid shall be refused or cancelled where applicants refuse to comply with their recovery plan without valid cause. In the case of applicants who accept the recovery plan in principle, but who willfully or negligently fail to honour the commitments made in accordance with that plan, the case is treated as though the applicants had refused or abandoned employment (see "Benefits").

Under the Social Aid Act, persons who reach the age of 18 years and are not attending university or college full time must apply for Social Aid in their own right, even if they continue to live in the home of their parents; this requirement prevails whether or not the parents in question are Social Aid recipients themselves.

Financial Eligibility

Social Aid is granted on the basis of the deficit which exists between the needs of an individual or family and the income which is available to meet those needs, provided that the value of any non-exempted assets does not otherwise render the person or family ineligible for assistance. Specific provisions pertaining to the calculation of financial resources under the Social Aid program are noted in the following paragraphs.

Assets

In the determination of a household's financial resources, the calculation of assets involves two separate steps - one for real and personal property and one for liquid assets - as noted below.

Step 1 - Real and personal property:

i) includes the total market value of all property and other assets of the household which are not considered as a liquid asset (see definition under step 2), nor specifically exempted; exemptions include furniture,

domestic effects and work tools, to name a few;

ii) the net value of the household's residence (i.e., after deducting any encumbrance) is exempted up to $50,000; any amount remaining after this exemption has been applied to the net value is imputed as income of the household at the rate of 2% per month;

iii) the aggregate value of the real and personal property is then calculated by adding the gross value of the family's motor vehicle which exceeds $4,000 and the gross value of any other non-exempted real and personal property other than the household's residence; the exemption allowed on this aggregate value is $1,500 for a single person or $2,500 for a family; any amount remaining after this exemption has been applied to the aggregate value is imputed as income of the household at the rate of 2% per month; and

iv) no income is imputed on a household's property as long as there are impediments to the sale of the property which are beyond the control of the household.

Step 2 - Liquid assets:

i) includes cash on hand or in a financial institution, the value of any assets which may be converted on short notice, any transferable securities, stocks and bonds (including government savings bonds), any debt owed to the applicant which may be acquitted immediately, the cash surrender value of any life insurance policy exceeding $2,500 and any other negotiable asset; and

ii) where the liquid assets of a household exceed $1,500 for a single person or $2,500 for a family, any excess is considered as income available to the household for purposes of determining eligibility for assistance.

It should be noted that the calculation of property value and liquid assets are two distinct and mutually exclusive procedures: property value exceeding allowable levels cannot be transferred to the liquid assets calculation, and vice versa.

Income

Any amount which is imputed as household income because of real and personal property or liquid assets exceeding allowable exemptions is deemed to be an available financial resource, and the household's Social Aid entitlement will be reduced by an amount equal to the imputed income.

Earnings from work are considered as income of a household after applying a monthly exemption of $40 for a family plus $5 for each dependent child or $25 for a single person.

The amount against which this exemption may be applied includes employment earnings, net commissions and net self-employment income, or any training allowance received under the National Training Act. Deductions allowed on this income before the application of the earnings exemptions include:

i) income tax deductions, Unemployment Insurance and health insurance premiums;

ii) contributions to the Quebec Pension Plan and any other compulsory pension scheme;

iii) union dues; and

iv) the lesser of $25 monthly or 6% of monthly employment earnings, in respect of work-related expenses.

An additional exemption is allowed against allowances to childless, employable clients under 30 years of age paid by a sponsor under the Community Works Program (Travaux communautaires) or the On-the-Job Training Program (Stage en milieu de travail), so that the aggregate monthly exemption plus special allowances paid are equivalent to the Social Aid entitlement of Social Aid clients who are over 30 years of age.

Where assistance for ordinary needs has been granted for at least three consecutive months, work income from the first month during which employment actually begins is not considered as a financial resource of the household; this provision applies once in every six-month period.

Income shall include any periodic or lump sum support or maintenance payments, whether or not the household was receiving Social Aid during the period covered by such payments; for a single-parent family, this includes any amount up to $260 per month paid by the supporting spouse (debtor) towards the shelter costs of the household where that household is residing in accommodation which is owned by the debtor.

For treatment of other income, refer to the Overview.

Benefits

The lump sum Social Aid payment is based on the number of adults and children in the household. The monthly allowance covers ordinary needs, comprising food, clothing, household and personal needs and approved shelter costs; where the monthly cost of shelter is less than $85 for a family or $65 for a single person, the Social Aid entitlement of the household is reduced by an amount equal to the difference between these shelter thresholds and the actual cost. In addition, Social Aid is decreased by $85

monthly in the case of a household (family or single person) residing with a parent, a grandparent or a child of the head of the household. A lesser benefit level is paid to all single, able-bodied persons under 30 years of age and to all childless couples where both spouses are able-bodied and under 30 years of age; however, where an employable client under 30 years of age participates in a Social Recovery program (Community Works or On-the-Job-Training), that client's disposable income will be increased up to Social Aid levels paid to clients 30 years of age and over by means of special allowances and exemptions against income from these programs.

Social Aid benefit levels for families take into account only the first two dependent children in the household; any additional children are deemed to be covered under the federal and Quebec Family Allowances (Allocations familiales du Québec) programs, the rates for which are based on the age and rank in the family of each dependent child (see Chapter 3).

A monthly supplement is paid to a family which includes a dependent child 18 years of age and over attending secondary school; the rationale for this supplement is that Family Allowances and the federal Child Tax Credit are no longer payable after the child's 18th birthday and the high school student is not eligible under the Ministry of Education's (Ministère de l'Éducation) program of loans and grants. If this same dependent child is handicapped as defined in the Quebec Family Allowances Act (Loi sur les allocations familiales), the family's Social Aid entitlement is increased by an amount which is equal to the monthly Quebec Supplement for Handicapped Children (Allocation supplémentaire pour enfants handicapés) (see Chapter 3).

Social Aid granted to a household which includes an adult who refuses or abandons suitable employment without valid cause shall be reduced by $50 monthly for a period of six months. Where the same adult refuses or abandons employment a second time during the six-month penalty period, Social Aid is suspended for a further six months starting on the date of the second refusal for an able-bodied person under 30 years of age or a childless couple where both spouses are able-bodied and under 30. In all other cases of second refusal, the Social Aid entitlement of the household is reduced by $100 monthly for the same period.

Under the Social Aid Regulations, Social Aid benefit levels for all households are indexed annually in January in accordance with the increase in Quebec Pension Plan benefit levels.

Benefit Expenditures

Benefit expenditures on Social Aid during the 1986-87 fiscal year were $2,155,828,000.

Table 4.7
Quebec
Social Aid
Number of Cases by Case Composition
and Number of Recipients
as of End of Quarter
June 1986 to December 1987

Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases							
Singles	255,026	243,771	241,152	245,792	237,121	227,216	222,371
Families	149,681	144,280	142,279	144,347	140,951	136,017	132,965
Couples	23,698	23,807	24,163	24,524	23,624	23,128	22,884
Couples with dependants	40,300	38,375	38,177	39,514	37,948	35,231	34,188
Single parents	85,683	82,098	79,939	80,309	79,379	77,658	75,893
Total Cases	404,707	388,051	383,431	390,139	378,072	363,233	355,336
Recipients	675,806	647,401	638,798	649,556	630,345	604,230	589,988

Table 4.8
Quebec
Social Aid
Number of Cases by Reason
for Assistance and Age Group of Head
March 1987

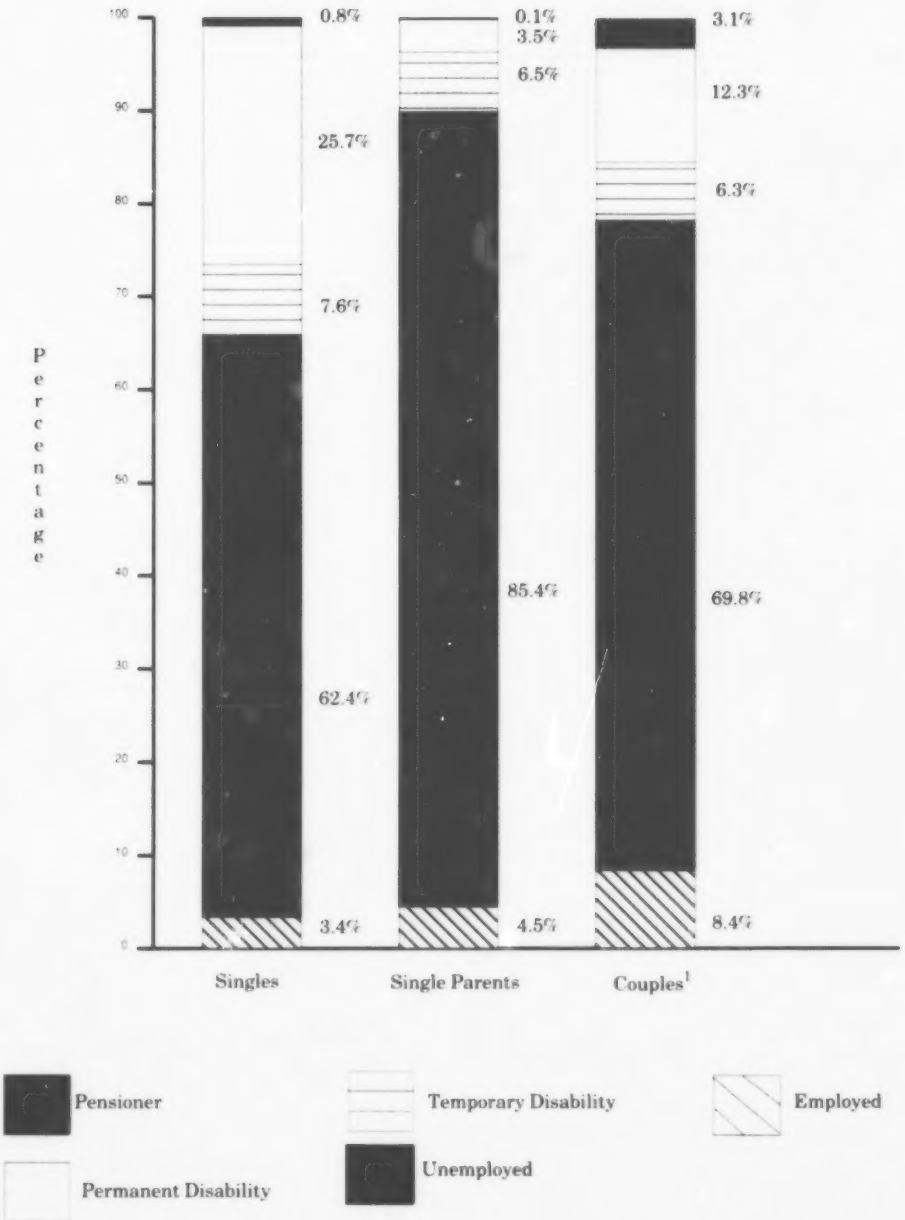
Reason for Assistance	Age Group of Head						Total
	<21	21-29	30-44	45-54	55-64	65+	
Employed	2,087	5,851	6,055	2,073	1,219	13	17,298
Unemployed	23,416	66,816	100,810	40,901	34,460	363	266,766
Temporary Disability	2,745	11,168	6,881	3,880	3,349	32	28,055
Permanent Disability	2,249	12,758	21,482	15,632	21,496	323	73,940
Pensioner	0	3	16	74	248	3,739	4,080
Total Cases	30,497	96,596	135,244	62,560	60,772	4,470	390,139

Table 4.9
Quebec
Social Aid
Number of Cases by Case Composition, Sex and Age Group of Head
March 1987

Case Composition and Sex	Age Group of Head						Total
	<21	21-29	30-44	45-54	55-64	65+	
Singles	25,698	58,460	74,181	41,465	43,429	2,559	245,792
Male	13,827	36,646	48,683	20,241	18,438	533	138,368
Female	11,871	21,814	25,498	21,224	24,991	2,026	107,424
Single Parents	3,487	26,186	38,473	9,239	2,831	93	80,309
Male	18	414	2,091	860	365	19	3,767
Female	3,469	25,772	36,382	8,379	2,466	74	76,542
Couples[1]	1,312	11,950	22,590	11,856	14,512	1,818	64,038
Male	400	7,126	18,610	10,676	13,672	1,720	52,204
Female	912	4,824	3,980	1,180	840	98	11,834
Total Cases	30,497	96,596	135,244	62,560	60,772	4,470	390,139
Male	14,245	44,186	69,384	31,777	32,475	2,272	194,339
Female	16,252	52,410	65,860	30,783	28,297	2,198	195,800

1. Includes couples with and without dependent children.

Figure 4.10
Quebec
Social Aid
Percentage Distribution of Caseload
by Case Composition and Reason
for Assistance
March 1987



1. Includes couples with and without children.

Figure 4.11
Quebec
Social Aid
Percentage Distribution of Caseload
by Reason for Assistance
March 1987

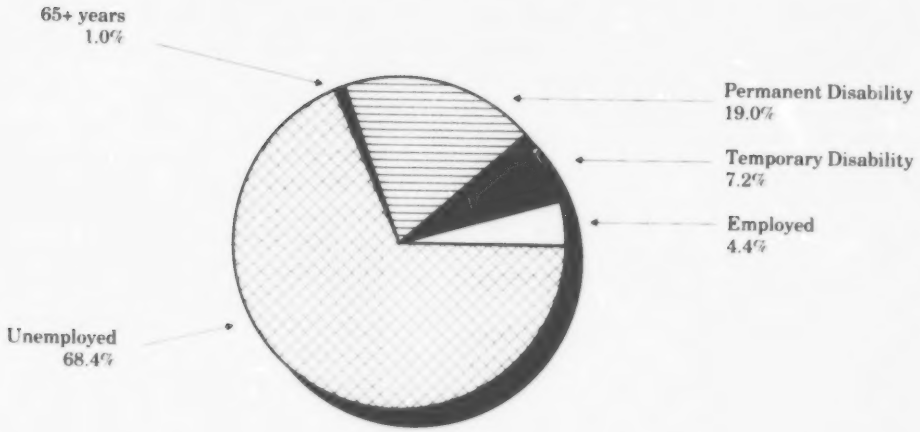
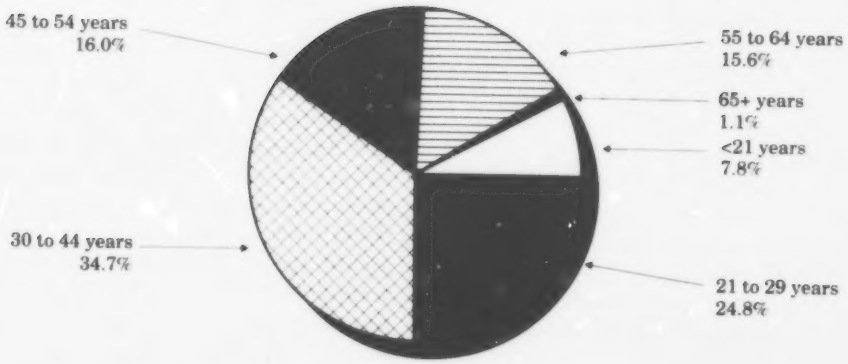


Figure 4.12
Quebec
Social Aid
Percentage Distribution of Caseload
by Age Group of Head
March 1987



Work Income Supplement (Supplément au revenu de travail)

The Work Income Supplement program provides non-taxable cash incentives to low-income earners to remain in the labour force and to motivate employable Social Aid recipients to join or rejoin the labour force. The Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu) is responsible for the Work Income Supplement, which was implemented in June 1979; however, administrative responsibility has been delegated to the Quebec Ministry of Revenue (Ministère du Revenu). The legislative authority for the program is the Work Income Supplement Act (Loi sur le Supplément au revenu de travail) and regulations thereunder; the program is entirely financed out of the Quebec Consolidated Revenue Fund.

As of January 1988, the new Parental Wage Assistance Program (Aide aux parents pour leurs revenus de travail - APPORT) replaces the Work Income Supplement for low-income families (one- and two-parent with one dependent child or more; the Parental Wage Assistance program is described in Chapter 3. Eligible single persons and childless couples will continue to receive Work Income Supplement benefits for 1988 and 1989, the last two years of operation for this program.

Eligibility

General

The program is open to all Quebec households comprising either a single person or a childless couple where the person or one spouse is at least 30 years of age.

To qualify for a supplement in a given year, a household must also meet the following criteria:

i) the person (or spouse, as the case may be) must have received income from wages or self-employment in the previous tax year; and

ii) the couple or person must have been residing in Quebec on December 31 of the previous year and one of the spouses or the person must have been a resident of Canada since January 1 of that same year.

A household is required to submit a new application for the supplement on an annual basis.

Financial Eligibility

The Work Income Supplement is not a "needs-tested" program as defined in the Overview to this chapter. Eligibility for the supplement is based on the size of the household and income from work and other sources, provided that assets of the household are within specified levels.

Assets

The market value of property owned by the person or the couple, including liquid assets but excluding the principal residence, furniture and car, must not exceed $50,000.

Income

The work income and total income of an applicant's household are compared against a reference point which entitles the couple or individual to the maximum supplement payable. The only exemptions allowed in the calculation of total income are the Real Estate Tax Refund, Work Income Supplement benefits, allowances received under the Senior Citizens' Rental Assistance Program (LOGIRENTE - see Chapter 2), allowances and benefits received under certain housing assistance programs, and lottery winnings.

Benefits

Supplement levels are based on the type of household (single person or couple) and income from work and other sources for the previous year. The maximum annual supplement levels for 1988 (payable in quarterly installments) range from $1,398 for a single person to $2,223 for a couple, where work income for 1987 is less than $5,592 and $8,892, respectively. Benefits cease where work income exceeds $9,786 for a single person or $15,561 for a couple. The Work Income Supplement is non-taxable and is excluded from the calculation of income for Social Aid purposes.

Beneficiaries:	1986 calendar year	25,611 families
Benefit Expenditures:	1986 calendar year	$26,290,000

(NOTE: Expenditures are in respect of the 1986 calendar year)

Agreement to Enhance the Employability of Social Assistance Recipients

In March 1988, retroactive to April 1, 1987, the federal government (NHW and EIC) and Quebec (Ministère de la Main-d'oeuvre et de la Sécurité du revenu du Québec) signed a two-year agreement allocating funds to programs which enhance the employability of social assistance recipients. Under the agreement, each level of government will contribute $29.9 million in 1987-88 and $62 million in 1988-89.

Funds will be used to support and expand provincial programs for unemployed employables, as well as the Job Entry and Job Development components of the Canadian Jobs Strategy (CJS). A

target participation level of 27% has been established for each of the CJS programs.

Ontario

Ontario is one of three Canadian provinces, along with Nova Scotia and Manitoba, with a two-tier social assistance delivery network. As a general rule, short-term or emergency financial assistance is granted by municipalities and Indian bands in accordance with the General Welfare Assistance Act, while the provincial government administers a program of long-term assistance under the Family Benefits Act. These two statutes and related regulations provide the legislative authority and framework for different types of assistance based on the individual circumstances of each household. This section covers two programs which are administered under the Family Benefits Act (FBA) - Family Benefits (regular assistance) and GAINS-D, a supplement for the disabled which is integrated into the FBA program. Another program which is associated with FBA, although it falls under a different legislative authority, is the Work Incentive (WIN) Program, described further in this section. The four General Welfare Assistance (GWA) programs - General Assistance, Supplementary Aid, Special Assistance and Work Activity - are also discussed in this section.

Family Benefits Program

The provincial Family Benefits (FBA) program provides long-term financial assistance to persons in need because of a major physical or mental impairment, blindness, advanced age (seniors not in receipt of Old Age Security benefits), or permanent unemployability, and to needy sole-support mothers or fathers. Benefits may also be available to foster parents on behalf of their foster children, to parents caring for a severely handicapped child at home and to participants in vocational rehabilitation training programs. Benefits are available to the general long-term caseload under the regular FBA benefit program, and to the disabled under GAINS-D. In addition, the Work Incentive Program delivers specialized benefits to persons who leave the FBA program for full-time employment. The FBA program is administered through the Ministry of Community and Social Services' network of four regional offices, 13 area offices and over 65 local offices.

1. Family Benefits (Regular Assistance)

As noted above, FBA is a program for disabled persons, sole-support parents and other long-term case classes. Approximately 80% of persons who are categorically eligible for FBA enter the system through GWA and are subsequently referred to the long-term program; the remaining 20% apply directly to FBA.

Eligibility

General

Regular Family Benefits allowances may be granted to a person who meets financial eligibility criteria and who falls within one of the categories defined in the legislation. The main categories of eligibility are sole-support mothers or fathers, foster parents, and persons in need due to advanced age. A deserted or separated parent is eligible for assistance only after three months have elapsed since the time of desertion or separation. The common characteristic of all cases is the prolonged nature of the cause of their budget deficit.

In November 1987, social assistance regulations (provincial Family Benefits and municipal General Welfare Assistance) were amended to abolish the "spouse-in-the-house" rule. A recipient will continue to be treated as a single person (and therefore maintain eligibility as a sole-support parent) unless the recipient resides with another person who has a legal obligation to support the recipient or any dependent children. Under the Family Law Act, an obligation to support can arise as a result of marriage, three years continuous cohabitation or cohabitation of some permanence where a man and a woman are together the natural or adoptive parents of a child.

Financial Eligibility

Applicants who meet the categorical eligibility requirements outlined above may be eligible to receive assistance under the Family Benefits Act, provided they are deemed to be persons in need (i.e., their budgetary requirements exceed their financial resources - income and assets), and they are not otherwise made ineligible by any other provision of the Act. Financial eligibility criteria for the Family Benefits program are similar to those outlined in general terms in the Overview at the beginning of this chapter, with specific provisions as noted in the following paragraphs.

Assets

In the determination of a single applicant's eligibility for regular Family Benefits, a total exemption is allowed on liquid assets up to $2,500; the exemption for 60- to 64-year-olds is $3,000; and the exemption allowed for a single parent with one dependant or for a childless couple is $5,000, increased by $500 for each additional dependant.

The liquid assets against which the above exemptions may be applied include cash, bonds, stocks, debentures and a beneficial interest in any convertible trust funds. Liquid assets do not include any debt owing to a beneficiary under a mortgage or agreement (such debts are considered in income

calculations), or the cash surrender value of a life insurance policy, or any portion of the sale price of property which is applied or to be applied to the purchase of a new residence. In addition, prepaid funerals up to $1,900 for the applicant and $1,900 for his/her spouse are not considered as liquid assets. With the prior approval of the Director, a total exemption is allowed on any amount which an applicant or recipient will use to purchase an article considered to be necessary for the well-being of that person (e.g., disability-related items).

Income

In the determination of initial eligibility and ongoing benefit entitlement, the monthly earnings exemption which is allowed on the gross income from wages, salaries and casual earnings, or net income from a business, of an applicant or recipient is equal to $75 for a single person, or $100 where there is more than one beneficiary. There is then a further automatic exemption of $40 for work-related expenses, plus an additional exemption equal to 50% of the next $100.

For treatment of other income, refer to the Overview.

Benefits

Variables affecting the entitlement of any given household include the number of beneficiaries in that household, the ages of any dependent children, the type of accommodation (market rent situations, boarding or subsidized shelter) and whether heating is included in the cost of shelter or paid separately. The regular Family Benefits program rate structure is based on a pre-added budget which comprises basic needs and special need items (such as life insurance premiums and special needs due to advanced age). Other extraordinary needs may be covered under the GWA Supplementary Aid program.

Where a household's actual shelter and heating costs exceed a specified threshold (e.g., $119 monthly for a one-person household, $208 for two beneficiaries), a shelter subsidy may be granted to cover 80% of the difference to specified maximum amounts. In situations where heating costs are paid separately from shelter costs, and where such heating costs exceed the household's shelter subsidy entitlement, the actual heating cost will be paid instead of the shelter subsidy.

For a single person, the amount of basic needs entitlement is reduced by any amount by which the actual cost of shelter is less than $75 monthly. For a married childless couple or a single parent with one dependant, basic needs entitlement is reduced by any amount by which the actual monthly cost of shelter is less than $130; these amounts are increased by $5 monthly for each beneficiary in the household after the second. The maximum monthly reduction is $39 for singles, $93 for a family of two and an additional $5 per beneficiary for a family with three or more members.

2. GAINS-D

The Family Benefits Act and Regulations provide the legislative framework for a provincial "guaranteed annual income system for the disabled" known as GAINS-D. GAINS-D is a supplement to regular FBA; its two distinguishing features are a flat-rate entitlement and a higher benefit level than regular FBA. The program is administered by the Ministry of Community and Social Services through the Family Benefits network of regional, area and local offices.

Eligibility

General

The GAINS-D program covers all persons in need over 18 years of age, whether single or part of a larger household, who are disabled or permanently unemployable by reason of a major physical or mental disability. Also eligible for GAINS-D benefits are persons in need who are single women 60 to 64 years of age, disabled persons 65 years of age and over not receiving Old Age Security benefits, and disabled recipients of GAINS-A (see Chapter 2) who have a budget deficit because of their special needs or needs of their dependants.

Applications under the GAINS-D program must be supported by medical documentation (except for single women 60 to 64 years of age, who are eligible on the basis of marital status and age only). Eligibility is based on the recommendation of the Medical Advisory Board, which is established under Family Benefits legislation.

Financial Eligibility

The calculation of a GAINS-D applicant's budgetary deficit is similar to the method used for non-disabled applicants under the FBA program, except that exemptions allowed on assets and income are slightly higher.

Assets

The exemption allowed on liquid assets of a GAINS-D applicant is $3,000 for a single person and $5,500 for a single parent with a dependent child or for a couple; the latter amount is increased by $500 for each beneficiary after the second in the household. The definition of liquid assets is the same for

GAINS-D as for regular Family Benefits (see previous summary).

Income

Earnings exemptions and the amounts against which they may be calculated are identical to regular FBA provisions with the exception of allowable deductions for work-related expenses. Employed GAINS-D recipients are allowed an automatic deduction of $50 on their monthly gross earnings, or net earnings from their own business, with an additional exemption to a maximum of $40 per month upon verification of additional actual work-related expenses resulting from their disability.

Benefits

Under the GAINS-D program, a flat-rate allowance is paid in accordance with a minimum annual income scale for disabled persons. GAINS-D entitlement is reduced where a recipient's financial resources exceed allowable exemption levels as noted above. The total entitlement of a household is based on the number of persons in the household who are eligible under GAINS-D, the size of the family, the ages of any dependent children and the type of accommodation. In addition, GAINS-D recipients are eligible for shelter subsidies (see "Family Benefits (Regular Assistance)" summary) and any other supplementary benefits which are available to regular FBA cases on the basis of need.

Some GAINS-D clients may be eligible for a higher rate of assistance under the regular FBA program because of their special needs. Once an applicant has established eligibility under the GAINS-D category, his/her entitlement is calculated using FBA rate tables and GAINS-D flat-rate allowance tables; the client receives the higher of the two allowances.

3. Work Incentive Program

The Work Incentive (WIN) Program is designed to assist recipients of regular Family Benefits (FBA) and GAINS-D, as well as single parents receiving GWA General Assistance (but who are categorically eligible for FBA) in integrated[1] municipalities, who wish to become self-supporting by returning to work on a full-time basis. The program provides an income-tested monthly cash benefit and other fringe benefits as a supplement to the income of eligible participants. The WIN program's legislative authority is the Ministry of Community and Social Services Act; it is also delivered by that Ministry.

Eligibility

General

Potential participants in the WIN program must meet the following conditions of initial and continuing eligibility:

i) continuous receipt of social assistance (including GWA General Assistance) for at least three consecutive months prior to WIN participation and receipt of regular FBA or GAINS-D for one full month immediately preceding WIN participation;
ii) maintenance of eligibility under the regular FBA or GAINS-D programs (i.e., no change in the household situation resulting in ineligibility under the appropriate program), except for regular FBA criteria affecting assets, hours of work and income (which are waived during WIN participation);
iii) full-time employment as defined in WIN policy (minimum number of hours of work or salary per month specified); and
iv) voluntary withdrawal from regular FBA or GAINS-D by signing a WIN application.

Financial Eligibility

Assets are not taken into consideration under the WIN program. However, should a WIN participant reapply for regular FBA or GAINS-D upon termination of employment, all requirements regarding property and liquid assets will apply.

WIN allowance levels are based on the total income and earnings of the family, excluding casual earnings of dependent children. For the purposes of this program, "family income" includes the aggregate sum of gross earnings and gratuities, room and board income (imputed amounts based on the age of each roomer and boarder) and net income from property rental, farm revenue and operation of a business. Family income does not include income such as Family Allowances, Child Tax Credits and Ontario Tax Credits.

Benefits

A disabled, permanently unemployable or aged client who voluntarily withdraws from regular FBA or GAINS-D to start full-time employment through the

1 Seven municipalities in the province have signed agreements with the province to provide a single administration to process applications from and monitor ongoing eligibility of single parents under both the FBA and GWA programs. FBA-eligible single parents will, however, continue to receive higher benefits paid by the province.

WIN program may receive a maximum allowance varying from $145 to $275 monthly, depending on the size of the family. Where both spouses of an eligible couple are WIN participants, the maximum monthly allowance for the household is increased by $70. For sole-support mothers, the maximum allowance varies from $150 to $240 monthly, based on family size. All maximum allowances are reduced by $.50 for each dollar of total family income in excess of $675 monthly.

In addition to the monthly incentive allowance, supplementary benefits include complete coverage of provincial health insurance premiums, prescription drug costs, basic dental care, eyeglasses and hearing aids; these supplementary benefits are extended for three months after a participant's eligibility under the Work Incentive Program is terminated.

A lump sum phase-out allowance of $250 is paid to a person who leaves the regular FBA program or GAINS-D to participate in the WIN program; where the person leaves the regular FBA program or GAINS-D for full-time employment outside of the WIN program, the same phase-out allowance may be spread over a three-month period (to ensure continuous health insurance coverage). Although there is no restriction on the number of times a person may enter the WIN program over any given period, entitlement to the phase-out allowance is limited to once per year.

If employment ceases, the WIN participant is eligible to return immediately to the regular FBA or GAINS-D programs without applying for municipal General Assistance.

Benefit Expenditures

Benefit expenditures under the Family Benefits program, (including regular FBA, GAINS-D, the Work Incentive Program and drug benefit costs) for the 1986-87 fiscal year were $1,042,360,000. The drug benefits costs amounted to $57,392,000.

General Welfare Assistance

The following summaries cover three of the four main classes of municipal assistance under the General Welfare Assistance (GWA) Act and Regulations: General Assistance, Special Assistance and Supplementary Aid. The fourth type of GWA assistance which is not covered in this report, is the Work Activity Incentive Allowance; this class of assistance enables municipalities to pay incentive allowances to participants in approved work activity programs, which are designed to overcome the personal, family and environmental barriers of participants to training and employment.

1. General Assistance

Under the General Welfare Assistance Act, the welfare administrator of a municipal or regional government or approved Indian band shall grant General Assistance to a single person or family in short-term financial hardship. General Assistance covers basic needs (food, clothing, utilities, household and personal requirements), shelter (including fuel) and specified items of special need. It should be noted that Ontario is the only province which has an agreement which allows Indian bands to administer social assistance for their own reserve members.

The provincial government reimburses 80% of General Assistance payments made by a municipal authority or approved Indian band to persons in need; where the General Assistance caseload of a municipality or band equals or exceeds 4% of the population of that municipal authority's jurisdiction, the provincial reimbursement is increased to 90% on the difference. The province will reimburse a municipality for the full amount of any General Assistance paid to a person who has not resided in that municipality for a full year prior to application for assistance, provided the person comes from out-of-province or an unorganized territory.

Eligibility

General

The majority of General Assistance applicants are unemployed employable persons, followed (in decreasing order) by persons who are unable to work because of temporary illness or disability, single parents, students and aged persons. Depending on the individual circumstances of each household, some of these cases may be referred to the long-term Family Benefits program.

Applicants who are classified as unemployed employables must fulfill the categorical eligibility requirements listed in the Overview to this chapter. An applicant with a dependent child may be exempted from seeking work where there are impediments relating to the age, health or social adaptation of the child, the physical and mental well-being of the parent or the lack of suitable child care arrangements; however, the applicant so exempted is still considered employable and may be required to seek work as the household's circumstances change.

Variables affecting the eligibility for General Assistance of sole-support parents include the age and health of the dependent child(ren) and of the applicant, and compliance with the requirement that reasonable efforts be made to obtain any compensation or support to which the client may be entitled.

Where an applicant claims to be unemployable by reason of illness or disability, the applicant must submit a medical certificate signed by a doctor. Long-term disability cases with little or no prospect for vocational rehabilitation in the foreseeable future are referred to the Family Benefits program; where unemployability is temporary, General Assistance benefits may be granted, provided the applicant is otherwise eligible under the legislation.

An applicant who claims financial hardship by reason of advanced age must be at least 55 years old to be considered in that category.

In November 1987, General Welfare Assistance Regulations were amended to abolish the "spouse-in-the-house" rule. Refer to the "Family Benefits, General Eligibility" section for further details.

Financial Eligibility

Under the General Welfare Assistance Regulations, a "person in need" means a person who, by reason of inability to obtain regular employment, lack of principal family provider, disability or advanced age, has budgetary requirements which exceed his/her income (as calculated in accordance with the legislation) and who is not disqualified due to contravention of General Assistance policies, including assets exceeding allowable levels. General limitations on assets and income are noted in the Overview; some specific provisions with respect to General Assistance eligibility are noted in the following paragraphs.

Assets

The General Welfare Assistance Regulations stipulate that in the determination of an applicant's eligibility for General Assistance benefits, the budgetary requirements of each person in the household should be taken into account, as well as any available liquid assets and income. Although allowable asset exemption levels are not quoted in these Regulations, provincial GWA guidelines effectively allow municipal or regional welfare administrators to establish asset exemption levels for their jurisdiction up to the levels allowed under the regular Family Benefits (FBA) or GAINS-D programs (see separate summaries in this section). In general, FBA/GAINS-D exemption levels are used in the case of applicants who are eligible for, and will eventually transfer to, regular FBA or GAINS-D; other applicants for General Assistance are often granted an asset exemption which is equivalent to one month's assistance. Whatever policy is adopted by the welfare administrators, provincial guidelines suggest that they record it formally, to enable consistent decision-making throughout their region, municipality or band.

The liquid assets against which the above exemptions may be applied include cash, bonds, debentures, stocks, an interest in real property, a beneficial interest in assets held in trust and available to be used for maintenance, and any other assets that can be readily converted into cash. Not included in liquid assets are any interest in real property used as the household's principal residence, any assets deemed necessary for personal use and any portion of the sale price of real property which is applied (or to be applied, with prior approval) to the purchase of a principal residence.

Income

In the determination of initial and continuing eligibility, GWA legislation allows municipal or regional welfare administrators discretionary flexibility in setting earnings exemption levels, provided that the respective levels chosen are applied consistently throughout their individual jurisdictions. Although there is no minimum earnings exemption level imposed on welfare administrators by the provincial authority - indeed, some Ontario municipalities do not allow any exemptions on the earnings of able-bodied, unemployed single persons - the province does set maximum levels which may not be exceeded. These GWA exemption ceilings are $50 monthly for a single person and $100 monthly for a family, plus 25% of any additional earnings. In the case of single-parent families, welfare administrators may allow a monthly exemption, at their discretion, of up to $190, consisting of:

i) work-related expenses up to $40; plus
ii) an amount up to $100; and
iii) an additional amount equal to 50% of the next $100 of earnings.

The income against which the above exemptions may be allowed is the gross monthly income from wages, salaries and casual earnings (excluding casual earnings of dependent children). In the case of unemployable persons declaring income from an interest in or operation of a business, the exemption is applied against net income (i.e., gross income less approved expenses).

For treatment of other income, refer to the Overview.

Benefits

As with regular FBA, a General Assistance pre-added budget covers basic needs and special needs. Entitlement varies according to the size of the household, the ages of any dependent children, the type of accommodation and whether heat is included

in the cost of shelter or paid separately. Similarly, the household's entitlement is reduced where shelter costs are less than legislated thresholds (same minimum levels as for FBA, that is, $75 for single persons, $130 for couples plus $5 for each additional beneficiary). The legislated maximum General Assistance basic assistance levels for various household sizes are approximately 80 to 85% of maximum regular FBA levels in similar situations.

The shelter subsidy feature under the General Assistance Program is equivalent to that available under FBA with respect to maximum subsidies by household size, percentage of excess shelter costs covered (80%), claimable rental costs, and payment of excessive fuel costs as an alternative to the shelter subsidy.

2. Special Assistance and Supplementary Aid

Under the General Welfare Assistance Act and Regulations, Special Assistance and Supplementary Aid are separate "classes" of assistance. Unlike General Assistance, which all municipalities must offer, the special and supplementary classes are "optional", and welfare administrators decide which classes of assistance (as well as the level of benefits) are made available within their jurisdiction (based on the size and demographic characteristics of the municipality or region, and its property tax base).

It should be noted that, although Special Assistance and Supplementary Aid are separate classes of GWA assistance delivering benefits to different target groups, the types of assistance granted under both classes may be the same.

The provincial government will reimburse to a municipality or an approved band council 50% of the amounts paid for Special Assistance and 80% of the Supplementary Aid payments made. There is no provision in FBA and GWA legislation for alternative provincial or municipal assistance where welfare administrators choose not to offer Special Assistance and/or Supplementary Aid in their jurisdiction; moreover, inasmuch as appeals under the GWA Act are limited to matters pertaining to General Assistance, there is no recourse for appeal to the province's Social Assistance Review Board on any issue respecting Special Assistance or Supplementary Aid.

Special Assistance

Special Assistance is a class of GWA assistance which, at the welfare administrator's discretion, may be made available to any person who is in receipt of General Assistance or whose budgetary requirements (including items of special need) exceed income by reason of financial hardship. Special Assistance may be payable where a fully employed person's special needs create a budget deficit, provided that needs and income are calculated in accordance with the regulations and the person is not otherwise disentitled to Special Assistance for any other reason (including excess assets). Items of special need covered include - but are not limited to - medical requirements (drugs, dental and optical services, surgical and prosthetic supplies, etc.), moving and transportation expenses, funeral expenses, repairs to a client's residence or household appliances. Special Assistance may include payments to offset any adverse effect on a General Assistance household where shelter costs paid directly to a mortgagee or landlord by an absent spouse are taken into account as income. The Director of Income Maintenance (Ministry of Community and Social Services) or the director's designate may authorize a welfare administrator to grant assistance for any other special need, based on the individual circumstances of each case.

Supplementary Aid

Supplementary Aid is a class of GWA assistance which, at the discretion of the welfare administrator, may be paid to a "recipient of a government benefit" (Old Age Security, Spouse's Allowance, regular Family Benefits or GAINS-D, Vocational Rehabilitation Allowance, or GAINS-A) so that the person may provide for extraordinary needs. Extraordinary needs covered may include excessive shelter costs and any item included as Special Assistance.

Benefit Expenditures

Benefit expenditures (including drug benefit costs) on General Assistance, Special Assistance and Supplementary Aid for the 1986-87 fiscal year were $536,026,000 (includes municipal share).

Agreement to Enhance the Employability of Social Assistance Recipients

In July 1987, the federal government (NHW and EIC) and Ontario (Departments of Community and Social Services, and Skills Development) signed a two-year agreement to fund initiatives which help social assistance recipients prepare for and obtain employment. Each level of government will contribute $50 million over the duration of the agreement. The agreement provides for increased participation by social assistance recipients (target level of 27% for 1987 and 1988) in the Job Development and Job Entry programs of the Canadian Jobs Strategy. It is anticipated that more than 20,000 clients will benefit from initiatives provided for by the agreement.

Table 4.10

Ontario

Family Benefits and General Assistance

Number of Cases and Recipients
by Program and Benefit Type
as of End of Quarter
June 1986 to December 1987

Program and Benefit Type	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Family Benefits[1]							
Cases	155,855	157,679	159,348	161,888	164,371	166,403	168,659
Regular Family Benefits	76,116	76,789	77,631	79,207	80,842	81,916	83,020
GAINS-eligible[2]	79,739	80,890	81,717	82,681	83,529	84,487	85,639
Recipients	294,945	298,128	301,628	307,899	313,775	318,314	323,797
General Assistance[3]							
Cases	106,316[r]	104,981[r]	114,186	121,530	112,015	107,623	112,342
Recipients	184,221[r]	183,867[r]	200,604	210,509	193,299	189,827	197,583
Family Benefits and General Assistance							
Cases	262,171[r]	262,660[r]	273,534	283,418	276,386	274,026	281,001
Recipients	479,166[r]	481,995[r]	502,232	518,408	507,074	508,141	521,380

1. Excludes Work Incentive Program cases.
2. Represents cases eligible for GAINS-D benefits. Actual entitlement is calculated using FBA and GAINS-D rate tables, with the client receiving the higher of the two amounts.
3. Includes all employable/unemployable cases, plus foster children and nursing home cases.

Note: Due to the nature of municipal reporting systems, all General Assistance data should be treated as estimates.

Table 4.11
Ontario
Family Benefits and General Assistance
Combined Number of Cases
by Case Composition
as of End of Quarter
June 1986 to December 1987

Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Single Persons[1]	144,014	142,993	149,955	156,804	151,037	146,922	151,909
Families	118,157	119,667	123,579	126,621	125,358	127,141	129,092
Single parents[2]	88,211	90,190	90,975	93,174	95,180	97,769	97,927
Others	29,946	29,477	32,604	33,447	30,178	29,372	31,165
Total Cases	262,171	262,660	273,534	283,425	276,395	274,063	281,001

1. Includes Family Benefits cases with a family size of one (including all foster and handicapped children) and all "single persons" receiving General Assistance, including foster children and nursing home cases.

2. Includes "mother" and "single father" cases on FBA, and all "female-headed family" units on General Assistance.

Note: Estimated General Assistance data were used to compile this table - see Note on Table 4.10.

Table 4.12
Ontario
Family Benefits and General Welfare Assistance
Supplementary Programs
Total Number of Cases by Program
as of End of Quarter
June 1986 to December 1987

Supplementary Programs	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Family Benefits							
Work Incentive Program	2,603	2,526	2,483	2,315	2,306	2,126	2,160
General Welfare Assistance[1]							
Supplementary Aid	7,969[r]	9,170[r]	10,216	10,417	9,704	11,081	11,981
Special Assistance	22,356[r]	26,108[r]	65,568	23,144	28,170	28,551	38,381
Hostels[2]	10,909	11,812	16,678	12,242	9,882	11,472	15,135

1. As it is possible for an individual or family to receive assistance under more than one GWA program, adding individual case counts will result in double counting.

2. Although individuals/families requiring hostel accommodation are eligible for emergency short-term assistance through the General Assistance program, they are reported separately.

Note: Due to the nature of municipal reporting systems, all General Welfare Assistance data should be treated as estimates.

Figure 4.13
Ontario
Family Benefits and General Assistance
Distribution of Caseload
by Case Composition
as of End of Quarter
June 1986 to December 1987

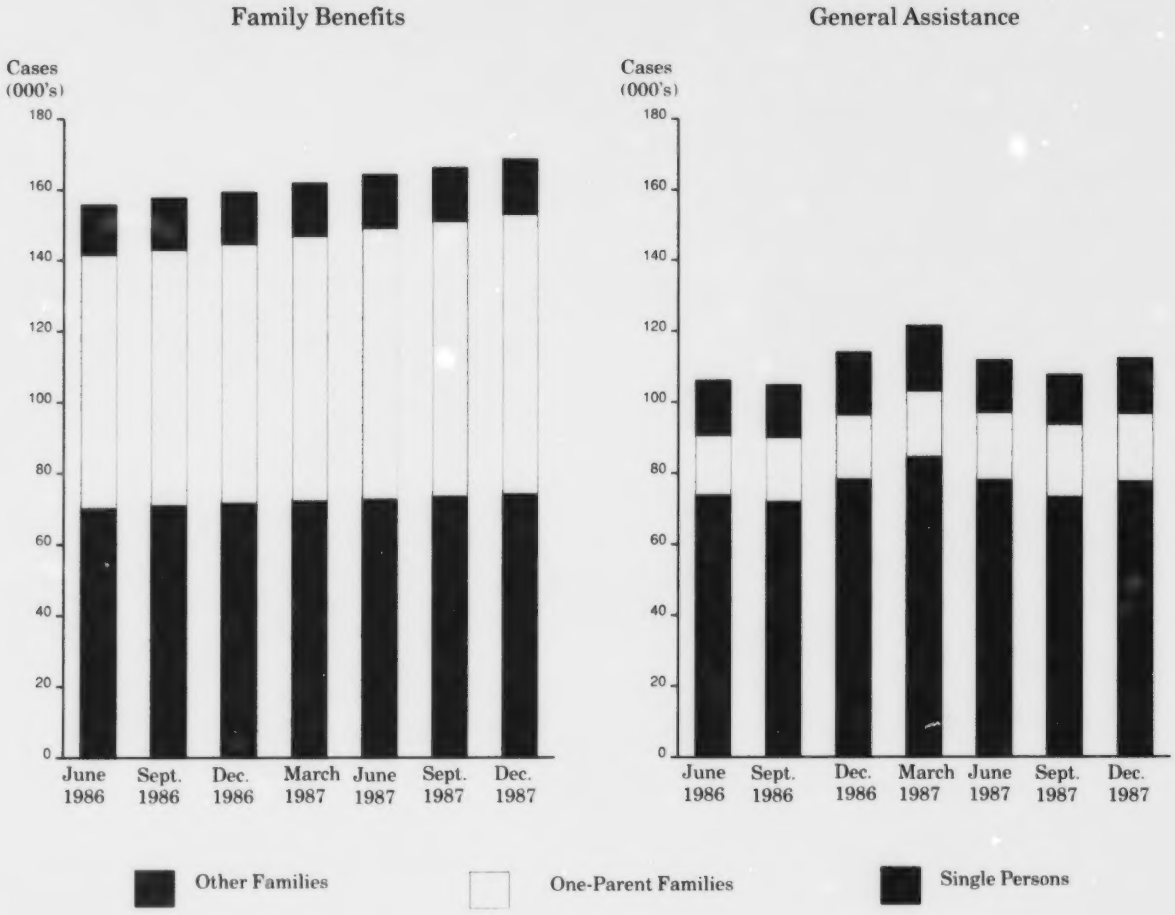
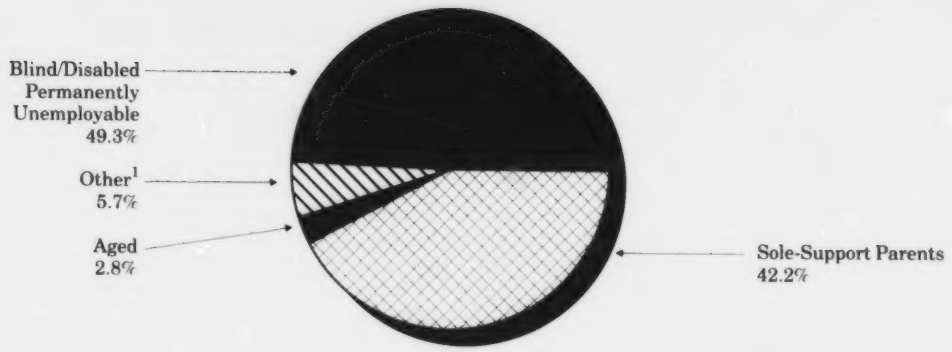


Table 4.13
Ontario
Family Benefits
Number of Cases by Case Classification and Age Group of Head
March 1987

Case Classification	Age Group of Head								Total
	16-19	20-29	30-39	40-49	50-59	60-64	65+	Not Given	
Disabled/Permanently Unemployable	875	13,229	13,731	12,441	20,236	12,868	4,945	62	78,387
Blind	34	398	323	236	227	155	53	1	1,427
Sole-Support Parents	1,960	27,965	23,869	10,697	3,410	315	41	10	68,267
Aged 60+[3]	--	--	--	--	24	2,201	2,295	35	4,555
Foster Children[1]	3	206	431	621	680	246	366	1	2,554
Handicapped Children[1,2]	6	763	1,817	786	181	23	10	0	3,586
Vocational Rehabilitation Services	57	1,093	681	319	102	12	1	0	2,265
Other	17	141	188	190	188	85	36	2	847
Total Cases	2,952	43,795	41,040	25,290	25,048	15,905	7,747	111	161,888

1. Case counts do not represent the number of foster children/handicapped children, but rather the number of families (cases) caring for them.
2. Represents cases receiving a Handicapped Child benefit only. In March 1987, 975 Family Benefits cases received this benefit in addition to their normal Family Benefits entitlement.
3. Includes non-disabled women aged 60-64.

Figure 4.14
Ontario
Family Benefits
Percentage Distribution of Caseload
by Case Classification
March 1987



1. Includes vocational rehabilitation, handicapped children, foster children and "Other" case classifications.

Figure 4.15
Ontario
Family Benefits
Percentage Distribution of Caseload
by Age Group of Head
March 1987

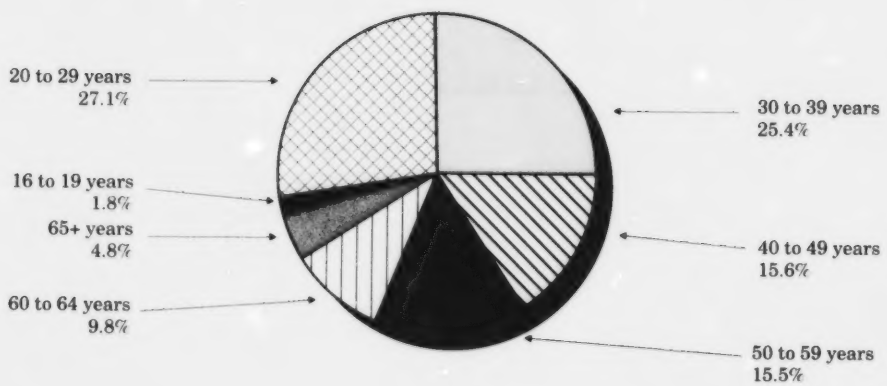
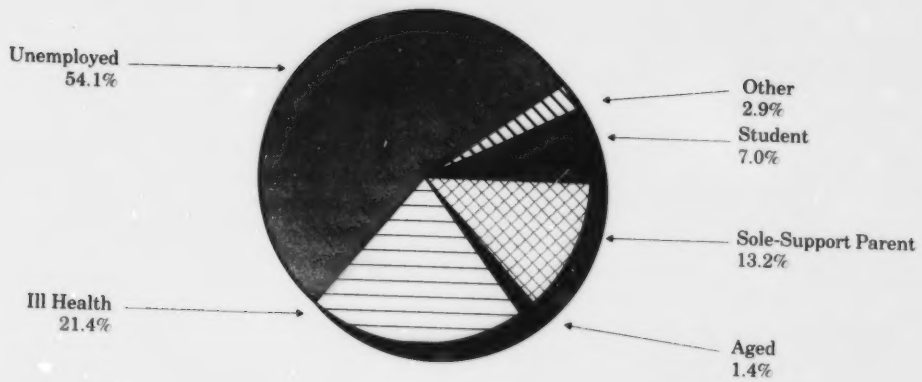


Figure 4.16
Ontario
General Assistance
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



Manitoba

Like Ontario and Nova Scotia, the province of Manitoba has a two-tier system of social assistance comprising the provincial Social Allowances program and the Municipal Assistance program. Generally speaking, the Social Allowances program provides long-term assistance to unemployable persons, while each municipality is responsible for assistance to persons in short-term need who reside within the municipal boundaries. The Municipal Assistance program summary follows the description of the Social Allowances program.

Social Allowances

The Department of Employment Services and Economic Security administers the Social Allowances program through its 14 district offices located throughout the province; the legislative authority for the program is the Social Allowances Act and Regulations. In Manitoba, as in Quebec, social services are delivered by a separate government department; Manitoba's Department of Community Services is responsible for these services.

Eligibility

General

Social Allowances are payable to persons potentially in need for prolonged periods, usually by reason of age (65 years and over), mental or physical disability, participation in academic or vocational training, or lack of either spouse in the case of a family with at least one dependent child. Unemployed employables residing in unorganized territories in Manitoba, where Municipal Assistance is not available, must apply to the provincial Social Allowances program; such applicants fall under the "General Assistance" category.

Financial Eligibility

In the determination of financial eligibility for a social allowance, the total financial resources of the household are considered, including the imputed net value of shelter, food, clothing, other necessities of life or other essential services which are regularly provided without charge to the household.

Specific design features which are not covered in the Overview to this chapter are indicated below.

Assets

The allowable liquid asset exemption level which applies to the majority of applicants under the Social Allowances program is $400 per person up to a maximum exemption of $2,000 for a family. Short-term "General Assistance" applicants (i.e., those expected to be self-sufficient within three months) and student applicants are not allowed any liquid asset exemptions.

The amount against which the liquid asset exemption may be applied includes cash on hand or in a bank or other institution, bonds, shares, annuities, mortgages, agreements for sale, funds held in (accessible) trust and any other convertible assets. For persons 65 years of age and over, a prepaid funeral valued up to $1,000 is exempted, provided the plan was purchased at least one year prior to the Social Allowances application.

Income

Under the Social Allowances Program, a person who is not self-employed and has been in receipt of financial assistance for at least 30 days either as a sole-support parent, senior citizen, disabled person or General Assistance case, may be eligible for earnings exemptions under the Work Incentive provision. Under this provision, an earnings exemption is allowed which is equal to the greater of:

i) $50 per month;
ii) 70¢ for each hour worked; or
iii) 30% of gross monthly earnings.

For all other cases (newly enrolled, self-employed, students and "Special Dependent Care" cases), the earnings exemption is $50 per month, up to $600 per year.

In addition, deductions are allowed for most compulsory payroll deductions (e.g., CPP, UI) and necessary work expenses such as transportation, clothing, equipment and child care. Income tax is not an allowable deduction in Work Incentive cases, but income tax refunds are exempt from the calculation of a client's financial resources.

Any benefits payable under the Child Related Income Support Program (see Chapter 3) to a household in receipt of Social Allowances are considered part of (rather than a supplement to) that household's Social Allowances entitlement.

For treatment of other income, refer to the Overview.

Benefits

The monthly Social Allowances entitlement of a household for basic needs is calculated according to a pre-added budget for food, clothing, household supplies and personal needs, and a separate allowance for shelter and utilities. An additional food allowance is provided to recipients residing North of the 53rd parallel and in other remote areas in the northeastern part of the province.

The Social Allowances Act authorizes the registration of a lien against that portion of mortgage

payments allowed for Social Allowance homeowners as payment on the principal sum owing on that residence. Liens may also be registered against the property of a recipient for any assistance paid for essential home repairs in excess of $200 per year, for allowances paid to cover property tax arrears, for any Social Allowances improperly paid as a result of false statements or misrepresentation by the recipient, and where a non-recipient is liable for all or part of the maintenance provided to one or more Social Allowances clients.

In addition to special assistance granted for excessive rent costs, minor home repairs (not exceeding $200 per year), funerals and a wide range of employment and health-related special needs, each Social Allowances household is entitled to assistance for miscellaneous special needs up to $150 per year, with prior approval; this limit may be exceeded in exceptional cases with the approval of the Minister or Minister's designate.

Benefit Expenditures

Benefit expenditures on Social Allowances in 1986-87 were $126,790,000.

Municipal Assistance

In accordance with relevant provisions in the Social Allowances Act and the Municipal Act, each of Manitoba's 202 municipalities is responsible for the establishment of by-laws to provide financial and other assistance to persons in short-term need currently residing within its boundaries who are ineligible for provincial Social Allowances. Each municipality is responsible for the administration and delivery of Municipal Assistance benefits.

Financial assistance granted by a municipality to persons in need who have established residency in that municipality (generally one year, according to the Municipal Act) is reimbursed by the province in an amount equal to the greater of:

i) 40% of gross assistance payments; or
ii) 80% of gross assistance less one mill of the equalized assessment of that municipality.

In the case of assistance granted to persons who have not established residency in the municipality, the province reimburses 100% of such assistance.

It should be noted that the City of Winnipeg currently accounts for approximately 87% of the total Municipal Assistance caseload in the province. Winnipeg's program has been used to provide examples in this section.

Eligibility

General

The majority of households receiving Municipal Assistance in Manitoba fall under one of the following categories:

i) unemployed employable persons who are receiving insufficient or no Unemployment Insurance benefits;
ii) persons with a disability or illness which is likely to last 90 days or less;
iii) sole-support parents who have been deserted by or separated from their spouses for 90 days or less, or whose spouses have been sentenced to prison for 90 days or less; or
iv) transients.

Each local authority in the province is responsible for establishing specific conditions of initial and continuing eligibility for Municipal Assistance. In the City of Winnipeg, Municipal Assistance eligibility requirements are generally consistent with criteria outlined in the Overview to this chapter. As an example of specific eligibility conditions, sole-support expectant mothers who have no dependent children and who are 18 years or older and employable are eligible for assistance up to and including the sixth month of pregnancy. After this period, eligibility may be extended under the Social Allowances Act. Municipalities register liens on the same basis as the Social Allowances program (see Social Allowances "Benefits" section).

Financial Eligibility

Each municipality establishes under by-law its definition of the financial resources which are considered against the basic and special needs of a household applying for Municipal Assistance. There is no minimum or maximum standard imposed by provincial legislation with respect to liquid assets, real property or income of any applicant.

Assets

The City of Winnipeg allows applicants to retain life insurance policies with a cash surrender value of up to $2,000 per household, equity in the house owned and occupied by the applicant, plus, at the Director's discretion, a motor vehicle. All other assets of the household are considered as financial resources available for ongoing maintenance. It should be noted that each municipality is responsible for establishing its own by-laws which govern the rules and regulations of its municipal assistance program.

Income

A municipality may grant a total or partial exemption of income from any source in the determination of an applicant's eligibility. The City of Winnipeg allows a monthly exemption for the general caseload of $105 per household, calculated on net or take-home pay (gross earnings less any compulsory deductions), which includes provision for normal transportation requirements; the Director may grant additional work-related expense exemptions for such items as work clothing and day care. Municipal Assistance in Winnipeg includes a Wage Supplementation Program (WSP) to assist fully employed individuals who, because of limited skills, low wages or large families, cannot earn sufficient income to maintain a standard of living which is at least equal to current social assistance rate levels. A Winnipeg household enrolled in WSP is entitled to a monthly exemption of $200 on net wages (as defined above).

As noted above, each municipality is responsible for establishing its own by-laws which govern the rules and regulations. For example, Municipal Assistance applicants in the City of Winnipeg benefit from a total exemption on income from Family Allowances and the Child Tax Credit, casual gifts of small value, contributions other than ordinary maintenance made to beneficiaries requiring special care, and tax credits under the Manitoba income tax system.

For treatment of other income, refer to the Overview.

Benefits

Each municipality is responsible for establishing its own by-laws which govern rules and regulations. The City of Winnipeg uses an itemized rate schedule: food and clothing allowances are based on the number of beneficiaries in the household and the ages of any dependent children, with entitlement to the clothing allowance commencing only in the second month of eligibility (except for the infant clothing allowance, which is payable from the date of eligibility), while household supplies, personal needs and shelter allowances (including utilities) are paid according to the number of persons in the household. A separate monthly heating allowance, based on the number of rooms in the house, is paid from September until May, with higher payments during the winter months (November to March).

Benefit Expenditures

Benefit expenditures on Municipal Assistance during the 1986-87 fiscal year were $40,303,000.

Agreement to Enhance the Employability of Social Assistance Recipients

In January 1987, the federal government (NHW and EIC) and Manitoba (Department of Employment Services and Economic Security) signed an agreement to increase resources for enhancing the employability of social assistance recipients. Under the agreement, a joint federal-provincial fund of $6 million in each of 1987-88 and 1988-89 was established to help clients obtain stable employment.

The agreement also provides for the increased participation of social assistance recipients in the Canadian Jobs Strategy's Job Entry and Job Development Programs; recipients will make up at least 20% of program participants in 1987-88 and 25% in 1988-89. It is anticipated that approximately 1,800 clients will benefit from the agreement.

Table 4.14

Manitoba

Social Allowances and Municipal Assistance

Number of Cases and Recipients by Program as of End of Quarter June 1986 to December 1987

Program	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Social Allowances							
Cases	22,526	23,281	23,457	23,597	22,499	23,368	23,446
Recipients[1]	45,052	46,562	46,914	47,194	43,347	45,027	45,051
Municipal Assistance							
Cases	9,699	8,988	9,557	9,614	9,517	10,265	10,785
Recipients	15,667	14,819	15,926	16,037	14,751	16,305	17,483
Social Allowances and Municipal Assistance							
Cases	32,225	32,269	33,014	33,211	32,016	33,633	34,231
Recipients	60,719	61,381	62,840	63,231	58,098	61,332	62,534

1. Data for June 1986 to March 1987 are estimates based on an average of two persons per case.

Note: Due to the nature of municipal reporting systems, all Municipal Assistance data should be treated as estimates.

Table 4.15

Manitoba

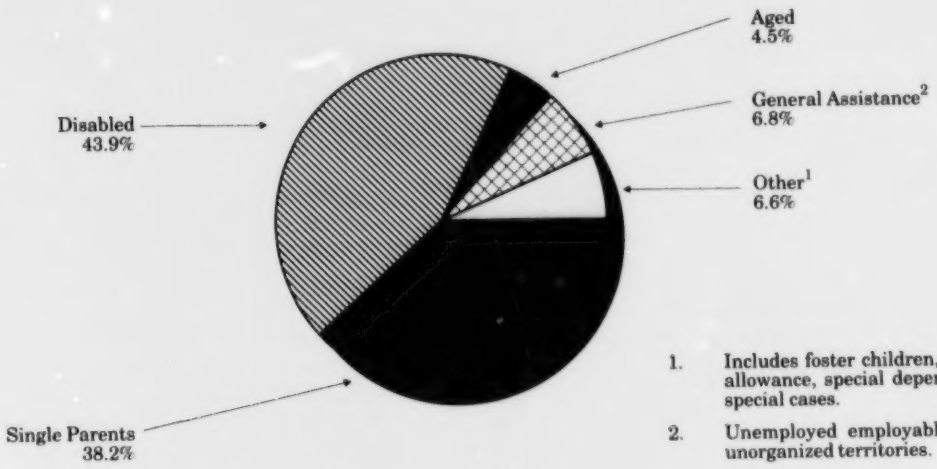
Municipal Assistance

Number of Cases by Case Composition as of End of Quarter June 1986 to December 1987

Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Singles	7,025	6,413	6,642	6,816	6,871	7,748	8,082
Families	2,674	2,575	2,915	2,798	2,646	2,517	2,703
Total Cases	9,699	8,988	9,557	9,614	9,517	10,265	10,785

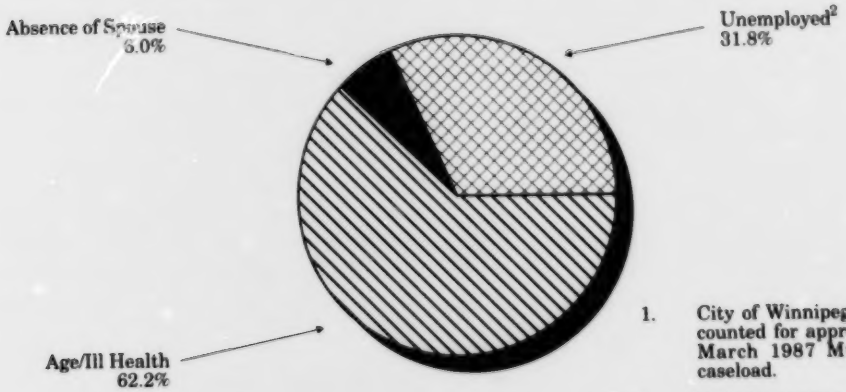
Note: Due to the nature of municipal reporting systems, all Municipal Assistance data should be treated as estimates.

Figure 4.17
Manitoba
Social Allowances
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



1. Includes foster children, student social allowance, special dependent care and special cases.
2. Unemployed employables residing in unorganized territories.

Figure 4.18
Manitoba
Municipal Assistance[1]
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



1. City of Winnipeg data only. This accounted for approximately 87% of the March 1987 Municipal Assistance caseload.
2. Includes persons with insufficient earnings from full-time employment and the unemployed.

Saskatchewan

Saskatchewan Assistance Plan

The Saskatchewan Assistance Plan (SAP) is administered by the Department of Social Services through six regional offices and two municipal units throughout the province. The regional offices are directly responsible for determining eligibility and administering health and financial benefits for recipients under the Saskatchewan Assistance Act and Regulations.

Eligibility

General

Saskatchewan Assistance Plan program features closely resemble those general characteristics identified in the Overview to this chapter. In general, Saskatchewan will grant social assistance to any individual or family head who can establish eligibility according to the program's needs test.

Financial Eligibility

Eligibility with respect to financial resources is established in accordance with the budget deficit method. All social assistance applicants are subject to similar asset exemption levels, regardless of the reason for assistance, while earnings exemption levels vary for disabled and non-disabled clients. As a condition of initial eligibility, the applicant must have exhausted any other potential source of financial support. Specific program design features in Saskatchewan are noted in the following paragraphs.

Assets

In the calculation of financial resources available to meet an applicant's current needs, an exemption is allowed on cash and liquid assets to a maximum of $1,500 for any single recipient and $3,000 for any recipient with a dependant, plus $500 for each additional dependant.

The liquid assets of a household include cash on hand, in the bank or other institution, the immediate realizable value of stocks, bonds or other securities, mortgages, agreements for sale, prepaid funerals, wills and other settlements.

Income

Saskatchewan includes federal Family Allowances as income in the determination of financial eligibility for social assistance for all households with dependent children; in other words, any social assistance entitlement is reduced by an amount equivalent to the total Family Allowances payable to that household.

As of October 1987, monthly earnings exemptions are calculated as a flat rate amount plus a percentage of earnings exceeding that amount, up to a specified maximum for disabled and non-disabled case categories by family size, as in the following table. It should be noted that fully employable clients ("Non-Disabled") are not entitled to an earnings exemption for the first three months on social assistance. Clients in the "Disabled" category are entitled to an earnings exemption from the date of eligibility when they receive income from salaried employment (including wages received from sheltered workshops).

	Non-Disabled	Disabled
One-Person Unit	First $25 of monthly earned income + 20% of excess (maximum exemption $75)	First $100 of monthly earned income + 20% of excess (maximum exemption $150)
Two-Person Family	First $50 of monthly earned income + 20% of excess (maximum exemption $150)	First $125 of monthly earned income + 20% of excess (maximum exemption $225)
Three-Person Family	First $75 of monthly earned income + 20% of excess (maximum exemption $200)	First $150 of monthly earned income + 20% of excess (maximum exemption $275)
Four-Person Family	First $100 of monthly earned income + 20% of excess (maximum exemption $225)	First $175 of monthly earned income + 20% of excess (maximum exemption $300)
Five - Person Family (or larger)	First $125 of monthly earned income + 20% of excess (maximum exemption $250)	First $200 of monthly earned income + 20% of excess (maximum exemption $325)

For treatment of other income, refer to the Overview.

Benefits

The majority of Saskatchewan Assistance Plan clients receive monthly benefits based on a pre-added budget, which covers support and shelter requirements. The support component of the budget covers food, clothing, personal needs and household maintenance. The amount of the support allowance payable is based on the following variables.

i) Family size: Allowance levels increase proportionately with the number of children in the family (regardless of their ages).

ii) Employability: All households headed by a "fully employable person" (i.e., capable of working at least 36 hours per week) are subject to reduced benefit levels when they

first qualify for social assistance. The lesser benefit levels range from 67% to 76% of assistance paid to partially employable and unemployable clients in households of similar sizes.

iii) Duration on assistance: After three full months on assistance, all employable cases except fully employable single persons are paid in accordance with a higher benefit scale.

In January 1988, a three-tier shelter allowance was established province-wide. Shelter allowances are provided on the basis of actual cost up to specified maximum levels. The highest level of shelter allowances applies to Regina and other (specified) large urban centres. Maximum shelter allowances are slightly lower in (specified) medium-sized communities in the province and lower yet in rural areas, thus ensuring that shelter allowances reflect real costs more accurately. For single, childless, employable clients, however, the maximum shelter allowance (not including utilities) is $200 monthly throughout the province. Maximum utility allowance levels are also based on a three-tier system, with the highest levels payable in rural areas (where such costs are higher) and the lowest in large urban centres.

In situations where need is established only for specific items such as food, clothing or personal needs, entitlement is based on a separate scale which stipulates the maximum allowance for each individual item of need.

Although Family Income Plan (FIP-see Chapter 3) benefits are not considered as a financial resource in the determination of initial and continuing eligibility for social assistance, all FIP payments made to a family unit in any specific month, whether current or retroactive, are considered as part of the current month's Saskatchewan Assistance Plan entitlement for that family. It should also be noted that FIP benefits are not payable to a household which has been in receipt of regular social assistance for a period of six consecutive months or more. Instead, the monthly SAP benefit is increased to offset any reduction.

Agreement to Enhance the Employability of Social Assistance Recipients

In July 1986, the federal government (NHW and EIC) and Saskatchewan (Department of Social Services and the Saskatchewan Employment Development Agency) signed a joint agreement to enhance the employability of social assistance recipients. The agreement redirects at least $21 million over the three years of the agreement. Under the agreement, provincial employment programs will be expanded as will the Job Development and Job Entry programs of the Canadian Jobs Strategy. Subject to annual review, participation levels for these programs were set at 20% for the first year and 25% by the third year. It is expected that approximately 1,500 social assistance clients will benefit each year.

Benefit Expenditures

Benefit expenditures for the Saskatchewan Assistance Plan during the 1986-87 fiscal year were $204,071,000.

Table 4.16
Saskatchewan
Saskatchewan Assistance Plan
Number of Cases by Case Composition and Number of Recipients as of End of Quarter
June 1986 to December 1987

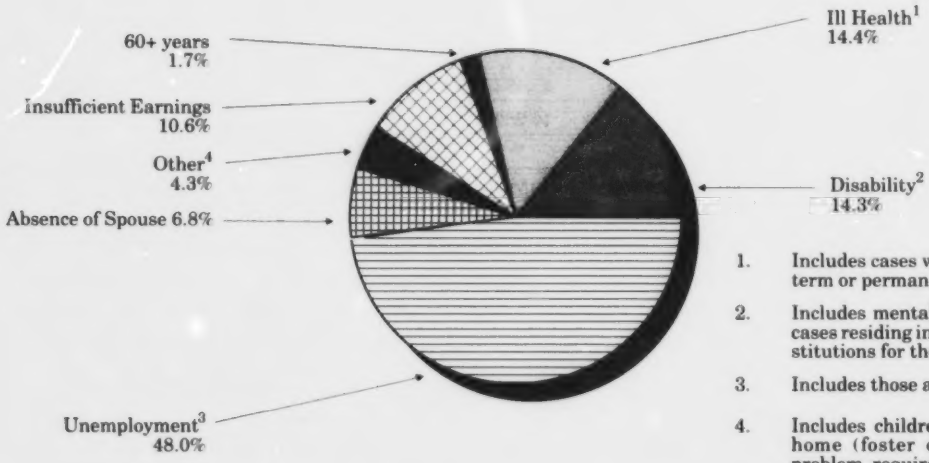
Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases							
Singles	15,826	15,492	15,810	16,234	15,469	14,684	15,019
Families	14,196	14,289	14,095	14,310	14,084	13,919	13,317
Unknown	–	2	2	–	–	2	1
Total Cases	30,022	29,783	29,907	30,544	29,553	28,605	28,337
Recipients	61,034	61,108	60,903	62,061	60,540	59,092	57,619

Table 4.17
Saskatchewan
Saskatchewan Assistance Plan
Number of Cases by Reason for Assistance, Case Composition and Sex of Head
March 1987

Reason for Assistance	Case Composition and Sex of Head						
	Singles		Families		Total		
	Male	Female	Male	Female	Male	Female	Both Sexes
60+ years	219	157	92	44	311	201	512
Ill Health[1]	1,711	1,485	462	740	2,173	2,225	4,398
Disability[2]	2,299	1,714	179	174	2,478	1,888	4,366
Absence of Spouse	15	264	18	1,785	33	2,049	2,082
Unemployment[3]	5,065	1,933	3,053	4,596	8,118	6,529	14,647
Insufficient Earnings	249	277	1,175	1,527	1,424	1,804	3,228
Other[4]	428	418	63	402	491	820	1,311
Total Cases	9,986	6,248	5,042	9,268	15,028	15,516	30,544

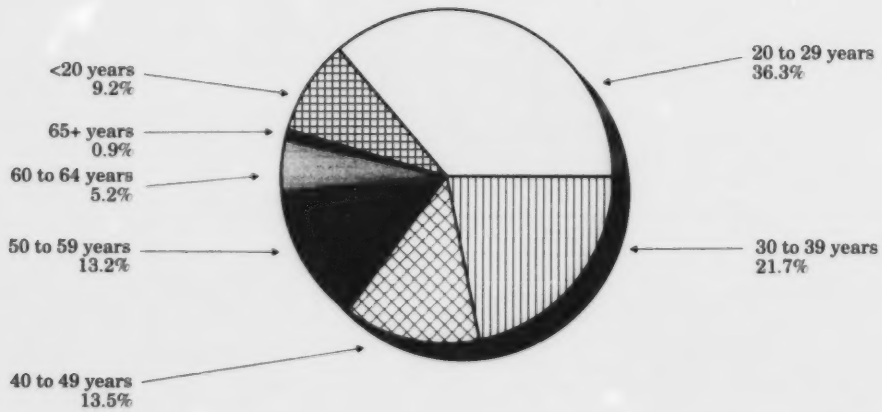
1. Includes cases where illness is of a long-term or permanent nature.
2. Includes all cases whose reason for assistance is coded as "disability" or "mentally retarded"; excludes all cases residing in long-term provincial institutions for the mentally retarded.
3. Includes all cases which are awaiting Unemployment Insurance benefits.
4. Includes the following cases: personality problem, children outside parental home, required at home for family, on strike or because of strike, and coding errors.

Figure 4.19
Saskatchewan
Saskatchewan Assistance Plan
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



1. Includes cases where illness is of a long-term or permanent nature.
2. Includes mental retardation, except for cases residing in long-term provincial institutions for the mentally retarded.
3. Includes those awaiting UI benefits.
4. Includes children outside the parental home (foster children), personality problem, required at home for family, on strike or because of strike, and coding errors.

Figure 4.20
Saskatchewan
Saskatchewan Assistance Plan
Percentage Distribution of Caseload
by Age of Head
March 1987



Alberta

Through its central office in Edmonton and 59 district offices throughout the province, the Alberta Department of Social Services administers the Social Allowance program and the Assured Income for the Severely Handicapped (AISH) program. The legislative authorities for these programs are the Social Development Act and Social Allowance Regulations in the first case, and the Assured Income for the Severely Handicapped Act and Regulations in the second.

Social Allowance

Eligibility

General

When the Director of the Social Allowance (SALL) program or designate considers that individuals or heads of families in Alberta are "persons in need", the Director is responsible for the provision of a Social Allowance in an amount that will be adequate to enable those persons to obtain the basic necessities for themselves and any dependants.

Employable persons who may be eligible for a Social Allowance are expected to seek and be willing to accept employment or to engage in academic upgrading, retraining or other measures to reach a state of job-readiness. The employable category includes any applicant who does not fit into any of the following categories:

i) aged (60 years and over);
ii) ill or disabled;
iii) single parent with
   - one dependent child under four months of age, or
   - two dependent children where one or both are pre-schoolers, or
   - three or more dependent children;
iv) client caring for a child or spouse who has a mental or physical incapacity;
v) client in the last trimester of pregnancy;
vi) a single parent enrolled in an approved upgrading or training program; or
vii) client otherwise assessed as being unsuitable for employment.

Where the parents of a child are unable or unwilling to provide care and the child is properly cared for in the home of another person, benefits may be granted under the Guardian Social Allowance (GSA) program (see the introduction to the Provincial Programs section of Chapter 3) as an alternative to formal application for legal guardianship, which entails district court action. GSA eligibility is based on the financial resources of the child only, and assistance levels are the same as the regular Social Allowance rates for basic needs, except for a special GSA flat-rate shelter component.

Disabled persons may be granted assistance under either the Social Allowance program, the Assured Income for the Severely Handicapped program (see following summary), or both. A disabled person's application, medical report and any other pertinent documentation are reviewed by a Medical-Social Review Board; where the Board deems that the applicant's disability or handicap is not severe and permanent, the person may be eligible under the Social Allowance program, provided that assets and income are within allowable limits. Persons eligible for Assured Income for the Severely Handicapped (AISH) benefits (i.e., with a severe and permanent handicap) whose needs exceed the maximum AISH entitlement, usually because of the size of their family, may receive an additional Social Allowance benefit, under Social Allowance eligibility criteria.

Financial Eligibility

Determination of financial eligibility under the Social Allowance program involves an examination of the assets and income of applicants and their families, if applicable. Some of the special design features of the needs test in Alberta are noted below.

Assets

The calculation of an applicant's financial resources allows for an exemption on assets to a maximum of $1,500 for a single person or $2,500 for a married couple or a family.[1] However, in the case of an employable person, no more than $50 (for a single, able-bodied applicant) or $250 (for an able-bodied applicant with dependants) of the above amounts may be made up of cash on hand, bank accounts or government bonds.

Transportation vehicles with a market value up to $7,500 may be exempted:

i) for renewable three-month periods, for persons available for full-time work and for persons unavailable for work for up to 90 days due to illness, disability or imprisonment; or
ii) for renewable 12-month periods, for persons requiring a vehicle for medical reasons and

1 Effective May 1988, asset exemption levels for clients in receipt of the handicap benefit (see the description of AISH) were increased.

for persons requiring a vehicle for transportation to work or training where public transportation is not available.

Assets considered as financial resources of an applicant include cash, stocks, bonds, securities, cash surrender value of life insurance policies, market value of an automobile, and any real estate (other than the applicant's home, furniture and quarter section of land if residing on a farm) which can be sold or against which a loan may be secured.

Income

The earnings exemption provision cannot be used to establish eligibility in new and reopened cases; once eligibility is established, however, the exemption may be used to calculate the applicant's level of entitlement.

The earnings exemption is equal to 100% of the first $115 per month, 50% of the next $85, 25% of the next $100 and 10% of any amount over $300 monthly. This exemption is calculated against the lesser of net income (i.e., after normal deductions) from employment or training allowances or the applicant's basic Social Allowance budget requirement (income required to meet regularly recurring needs). Reasonable expenses incurred for babysitting and transportation for employment purposes may be allowed as deductions from earnings.

For treatment of other income, refer to the Overview.

Benefits

A short-term basic allowance for food and personal needs is payable to any eligible unemployed employable applicant for the first three months on assistance. Depending on the individual's family situation, and the availability of hostel accommodation in the district where the application is submitted, shelter assistance may range from a few days' accommodation in a municipal hostel to actual shelter costs up to stipulated maxima.

The long-term basic allowance covers food, clothing, household and personal needs, and is payable to all unemployable persons and to employable persons who remain on assistance for more than three months. The shelter allowance covers, up to stipulated maxima based on the size of the household, either the actual cost of rent, fuel and utilities, or, in the case of purchased accommodation, payments on a mortgage or agreement of sale, municipal taxes, fire insurance, fuel and utilities, condominium fees, homeowner's maintenance allowance and lot rental (for mobile homes).

The department files a caveat against a residence for home repairs and improvements where the aggregate costs exceed $1,000 or when assistance is being provided for payment of a mortgage or agreement for sale where the residence is jointly owned by the client and a separated spouse or another person. Where the owners initiate action to have the caveat discharged, a claim is made by the province for the amount by which the principal sum of the mortgage or agreement for sale has been reduced since the shelter allowance commenced, or for the total cost of repairs and improvements provided out of Social Allowance.

Benefit Expenditures

Benefit expenditures for the Social Allowance program, including the Guardian Social Allowance, were $529,962,000 during the 1986-87 fiscal year.

Agreement to Enhance the Employability of Social Assistance Recipients

In July 1987, the federal government (NHW and EIC) and Alberta (Departments of Social Services, and Career Development and Employment) signed a two-year agreement committing $32 million to employment and training support for social assistance recipients. Under the terms of the agreement, each level of government will divert $8 million, for a total of $16 million in each of 1987-88 and 1988-89. Monies will be used to expand existing provincial employment initiatives as well as participation by social assistance recipients in two Canadian Jobs Strategy programs. To that end, participation levels for social assistance recipients in the Job Development and Job Entry programs have been set at 20% and 30%, respectively. These levels are subject to quarterly reviews. It is estimated that 7,000 social assistance clients will benefit from the agreement.

Assured Income for the Severely Handicapped

The Assured Income for the Severely Handicapped (AISH) Act is designed to provide financial support for severely handicapped Albertans; the program began December 1, 1979. Applications for AISH benefits may be submitted to any Social Services district office; the final decision respecting eligibility and the amount of assistance payable rests with the Medical-Social Review Board. This Board consists of one or more physicians, the designated AISH administrator, and (if required) one representative each from the Department's Vocational Rehabilitation Branch and the Mental Health Division. The program provides AISH benefits, Modified AISH benefits and Social Allowance/AISH benefits. This program is only partly cost-shareable under the Canada Assistance Plan (i.e., for AISH

clients who are needs tested); the remaining program expenditures are borne entirely by the provincial government.

Eligibility

General

The AISH program provides a guaranteed annual income to severely handicapped residents of Alberta 18 years of age and over who are not resident in certain institutions. Applicants who are over 65 and in receipt of an OAS pension, however, are ineligible. A severe handicap is one which, in the opinion of the AISH administrator (based upon the advice of a physician) so severely impairs the applicant that it substantially limits his/her ability to earn a livelihood. The condition must be permanent and the applicant must have accepted any available medical treatment that would substantially lessen the condition. Applicants must also demonstrate that they are at or near their maximum employment potential and have to date fully utilized all rehabilitative resources available within Alberta.

Financial Eligibility

Assets

There is no compulsory asset test for determining eligibility under the AISH or Modified AISH programs. However, persons applying for Social Allowance/AISH benefits are subject to the normal Social Allowance asset limits.

Income

The AISH income exemption which applies to AISH and Modified AISH allows for a total exemption of income from specified sources, such as Family Allowances or Alberta Renters' Assistance, and a partial exemption on other types of income. This partial exemption is equal to $165 monthly for a single person or a couple with only one eligible spouse and $775 monthly for a couple where both spouses are eligible. Any eligible income exceeding these maximum monthly exemption levels is exempted at the rate of 25% for a single person or a couple with only one disabled spouse or 37.5% for a couple where both spouses are eligible.

Benefits

The AISH program provides financial assistance, coverage for drugs, ambulance services, optical and dental care, and complete coverage of health insurance premiums. The three major types of financial assistance benefits are outlined below.

(i) *AISH* benefits may be payable to any eligible person whose needs do not exceed the maximum AISH benefit or who does not qualify for additional Social Allowance benefits. The maximum benefit payable is the difference between the AISH flat-rate benefit ($720 monthly since February 1986) and any unexempted income of the applicant and spouse.

(ii) *Modified AISH* benefits may be payable to any eligible person residing in a nursing home, auxiliary hospital, active treatment hospital or specially designated facility. The maximum benefit is equivalent to the appropriate Social Allowance for continuous needs (based on the Social Allowance Regulations), plus a Handicap Benefit of $52 monthly, less any unexempted income of the applicant and spouse.

(iii) *Social Allowance/AISH* (SALL/AISH) benefits may be payable to persons whose needs exceed the maximum AISH benefit and who are otherwise eligible for Social Allowance. Benefit levels are the same as for long-term Social Allowance cases (except for the maximum monthly shelter allowance, which is $100 higher for SALL/AISH recipients) with the addition of a Handicap Benefit ($52 monthly), less any unexempted income.

Benefit Expenditures

Benefit expenditures on AISH during the fiscal year 1986-87 were $116,423,000.

Table 4.18

Alberta

Social Allowance, Guardian Social Allowance and Assured Income for the Severely Handicapped

Number of Cases and Recipients by Program as of End of Quarter June 1986 to December 1987

Program	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Social Allowance[1]							
Cases	59,232	61,685	65,390	69,252	70,114	67,967	65,938
Recipients	133,051	136,693	141,300	148,523	151,791	148,991	144,289
Guardian Social Allowance[2]							
Cases	1,803	1,838	1,998	1,948	1,951	1,939	2,094
Recipients	1,803	1,838	1,998	1,948	1,951	1,939	2,094
AISH[3]							
Cases	12,069	12,488	12,830	13,210	13,494	13,869	14,169
Recipients	14,840	15,299	15,749	16,199	16,484	16,878	17,232
Total all programs							
Cases	73,104	76,011	80,218	84,410	85,559	83,775	82,201
Recipients	149,694	153,830	159,047	166,670	170,226	167,808	163,615

1. Includes Social Allowance/AISH (SALL/AISH) data (see Table 4.21).
2. Each case represents one child.
3. Excludes SALL/AISH data (see Table 4.21).

Table 4.19
Alberta
Social Allowance
Number of Cases by Program and
Case Composition
as of End of Quarter
June 1986 to December 1987

Program and Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Social Allowance[1]	59,232	61,685	65,390	69,252	70,114	67,967	65,938
Singles	24,461	26,194	29,464	31,922	31,485	29,454	28,617
Families	34,771	35,491	35,926	37,330	38,629	38,513	37,321
Guardian Social Allowance[2]							
Singles	1,803	1,838	1,998	1,948	1,951	1,939	2,094
Total Cases	61,035	63,523	67,388	71,200	72,065	69,906	68,032
Singles	26,264	28,032	31,462	33,870	33,436	31,393	30,711
Families	34,771	35,491	35,926	37,330	38,629	38,513	37,721

1 Includes SALL/AISH cases (see Table 4.21).

2. Each case represents one child.

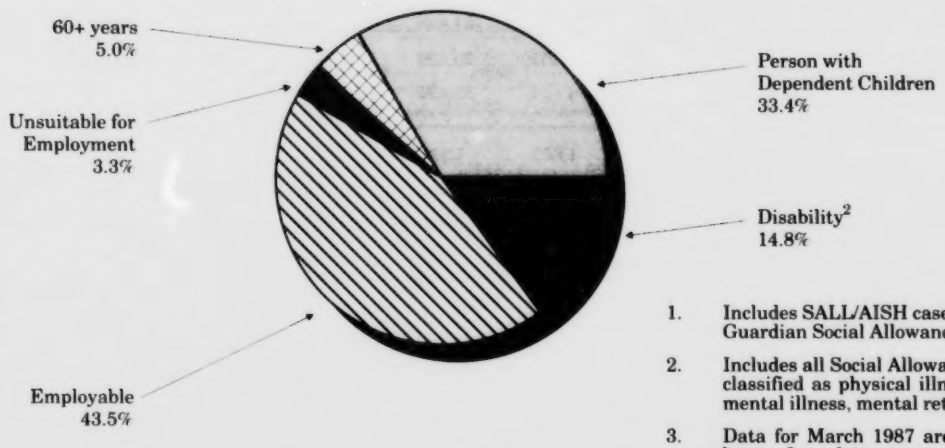
Table 4.20
Alberta
Social Allowance
Number of Cases[1] by Reason
for Assistance and Age Group of Head
June 1987[2]

Reason for Assistance	Age Group of Head							Total
	<20	20-29	30-39	40-49	50-59	60-64	65+	
Person 60+ years	--	--	--	--	24	2,265	1,197	3,486
Person with Dependent Children	1,001	11,043	8,049	2,692	638	--	--	23,423
Physical Illness or Disability	299	1,815	1,746	1,955	2,582	--	--	8,397
Mental Illness	63	579	496	291	206	--	--	1,635
Mental Retardation	41	187	80	46	20	--	--	374
Employable	3,392	13,553	7,838	3,896	1,839	--	--	30,518
Unsuitable for Employment	70	278	272	492	1,169	--	--	2,281
Total Cases	4,866	27,455	18,481	9,372	6,478	2,265	1,197	70,114

1. Includes SALL/AISH cases, excludes Guardian Social Allowance cases (see Table 4.19).

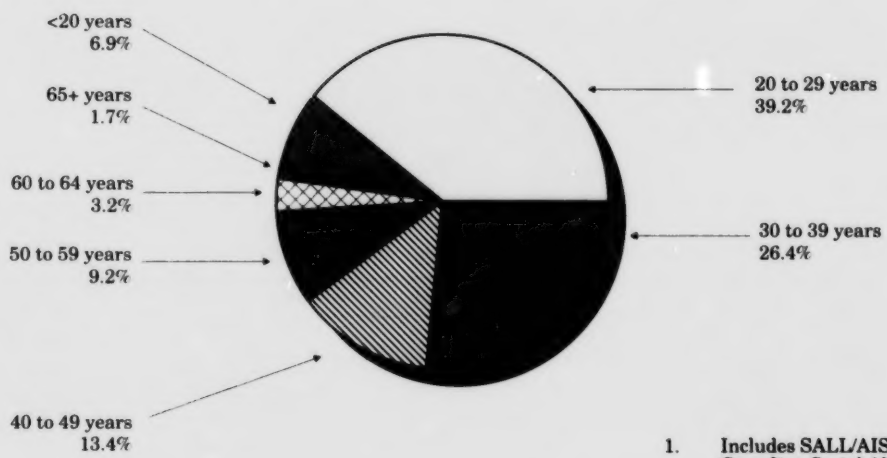
2. Data for March 1987 are unavailable; hence, June data are provided.

Figure 4.21
Alberta
Social Allowance[1]
Percentage Distribution of Caseload
by Reason for Assistance
June 1987[3]



1. Includes SALL/AISH cases, excludes Guardian Social Allowance Cases.
2. Includes all Social Allowance cases classified as physical illness/disability, mental illness, mental retardation.
3. Data for March 1987 are unavailable; hence, June data are provided.

Figure 4.22
Alberta
Social Allowance[1]
Percentage Distribution of Caseload
by Age Group of Head
June 1987[2]



1. Includes SALL/AISH cases, excludes Guardian Social Allowance cases.
2. Data for March 1987 are unavailable; hence, June data are provided.

Table 4.21
Alberta
Assured Income for the Severely Handicapped
Number of Cases by Program and Case Composition as of End of Quarter
June 1986 to December 1987

Program and Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
AISH	11,344	11,734	12,089	12,461	12,751	13,111	13,396
Singles	9,239	9,594	9,866	10,199	10,466	10,803	11,042
Families	2,105	2,140	2,223	2,262	2,285	2,308	2,354
Modified AISH	725	754	741	749	743	758	773
Singles	705	729	718	725	721	734	746
Families	20	25	23	24	22	24	27
Total AISH	12,069	12,488	12,830	13,210	13,494	13,869	14,169
Singles	9,944	10,323	10,584	10,924	11,187	11,537	11,788
Families	2,125	2,165	2,246	2,286	2,307	2,332	2,381
SALL/AISH[1]	1,183	1,194	1,274	1,295	1,295	1,276	1,391

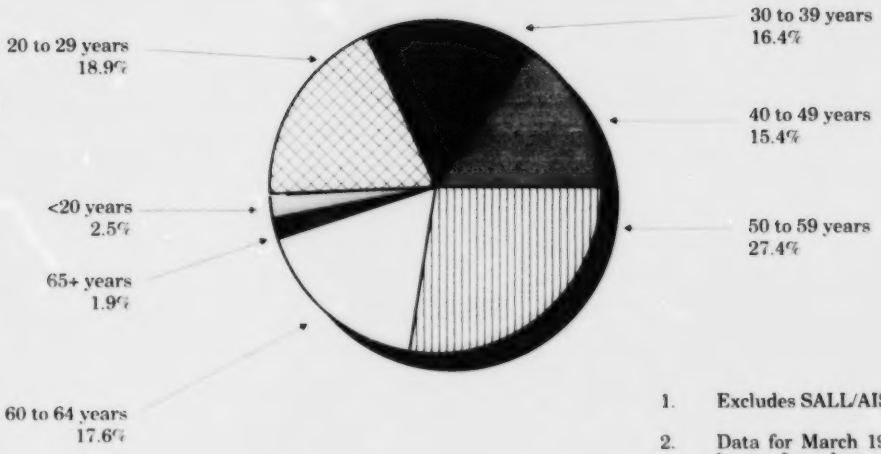
1. Case composition is not available for SALL/AISH cases as they are integrated in the Social Allowance caseload.

Table 4.22
Alberta
Assured Income for the Severely Handicapped
Number of Cases by Program and Age Group of Head[1]
June 1987[2]

Program	Age Group of Head							Total
	<20	20-29	30-39	40-49	50-59	60-64	65+	
AISH	324	2,479	2,120	1,965	3,446	2,191	226	12,751
Modified AISH	13	74	97	109	245	179	26	743
Total Cases	337	2,553	2,217	2,074	3,691	2,370	252	13,494

1. Age of head is not available for SALL/AISH cases as they are integrated in the Social Allowance caseload.
2. Data for March 1987 are unavailable; hence, June data are provided.

Figure 4.23
Alberta
Assured Income for the Severely Handicapped[1]
Percentage Distribution of Caseload
by Age Group of Head
June 1987[2]



1. Excludes SALL/AISH cases.
2. Data for March 1987 are unavailable; hence, June data are provided.

British Columbia

In British Columbia, the Ministry of Social Services and Housing is responsible for the administration of programs and related services under the Guaranteed Available Income for Need (GAIN) Act and Regulations through a network of 18 regional and 155 district offices located throughout the province.

Income Assistance

Eligibility

General

A single person or family head who applies for Income Assistance under the GAIN Act must meet the general eligibility requirements indicated in the Overview to this chapter as well as the following specific conditions of eligibility.

Employable applicants are subject to reduced asset exemptions and benefit levels. An "employable person" means any individual who is not:

i) 65 years of age or older;
ii) temporarily or permanently unable to work due to physical or mental incapacity;
iii) a single parent with one dependent child under six months of age or two or more dependent children under 12 years of age; or
iv) a single parent required to stay at home to care for one dependent child or more suffering from physical or mental incapacity.

All applicants who meet the categorical requirements outlined above may be eligible as "unemployable persons" for Income Assistance, GAIN for Seniors Supplement (see Chapter 2) or GAIN for the Handicapped benefits. Eligibility depends on the applicant's age and other circumstances of the household, or the severity of any handicap.

Financial Eligibility

Once it has been determined that an applicant's assets do not exceed exemption levels specified for the particular case category, the total of all non-exempted income is calculated to determine whether a deficit exists with respect to the budgetary requirements of the applicant and any dependants.

Assets

Asset exemption levels for Income Assistance applicants and recipients vary in accordance with the category of client, which in turn is based on a multiplicity of factors, including the applicant's age and employability status, the number of dependants in the household and the period of residency in Canada. Only those exemption levels which apply to the main client groups are indicated below.

Clients under 55 years of age	
employable	$160
unemployable	500
with one dependant or more	1,500
Clients 55 to 59 years of age	
single person	1,500
with one dependant	2,500
second and each additional dependant	300
Clients 60 to 64 years of age	
single person	2,500
with one dependant or more	5,000
Clients 65 years of age or over, not eligible for Old Age Security	
single person	2,500
with one dependant or more	5,000

No asset exemptions are allowed in the following cases:

i) crisis grants (emergency assistance on a one-time basis);
ii) Hardship Assistance (See "Benefits");
iii) child in the home of a relative (guardianship cases); or
iv) youth under 19 years of age not living at home.

The assets against which the above exemptions may be applied include any form of cash or equity in property (excluding the family home and car), stocks, bonds, certificates or other possessions which may be converted to cash, including any beneficial interest in real or personal property held in trust.

In addition to allowable exemptions on the assets of a household, the cash surrender value of an uncashed life insurance policy is completely exempt for any client who is likely to be unemployable for a minimum of three months from the date of application for benefits; in other cases, the exemption is limited to $1,500. A 100% exemption of any prepaid funeral plans is allowed for all Income Assistance clients, while any amount held in trust is considered available for maintenance. Where a recipient has assets banked in a non-interest-bearing form (such as a chequing account) and where the combined value of any such assets exceeds $500, the current bank rate interest will be imputed on the amount exceeding $500 and charged as unearned income (prorated over a 12-month period).

Income

The maximum monthly exemption for an Income Assistance household which is headed by an

unemployable person is $50 for a single person ($100 where the person is handicapped) or $100 for a family. These amounts include both exemptions on net earned income and support or maintenance payments received. The exemption on earned income applies after a client has completed three consecutive months as a recipient of Income Assistance. There is no waiting period for the exemption on maintenance or support payments. No exemption is allowed on the earnings of any person who is 65 years of age or older. For a household which includes at least one person 60 years of age or older, a maximum exemption of $50 monthly per household may be allowed on Department of Veterans Affairs pensions (see Chapter 9).

The provisions noted in the preceding paragraph respecting exemptions on support or maintenance payments also apply to Income Assistance households headed by an employable person. However, employable clients are eligible for an "enhanced earnings exemption" on earned income (after three consecutive months on Income Assistance, as above); in addition to the appropriate monthly flat-rate exemption of $50 (single) or $100 (family), 25% of net monthly earnings exceeding these amounts is exempted.

Unemployable clients may ask to be reclassified as employable if they would benefit from the enhanced earnings exemption; this provision does not apply to handicapped clients or those 65 years of age or older.

Incentive allowances paid by the Ministry of Social Services and Housing are totally exempt from the calculation of financial resources.

In the calculation of an exemption, the "net earned income" against which such exemption may be applied includes:

i) gross wages less compulsory deductions;
ii) income tax and pension plan refunds;
iii) net income from roomers and boarders; and
iv) education bursaries or loans.

Income Assistance clients who are receiving training allowances from a federal government department such as Employment and Immigration Canada, Indian and Northern Affairs, Correctional Services or Veterans Affairs are allowed exemptions equal to the actual cost of books and fees and actual expenses up to $100 per month. Where the client is receiving a dependent care allowance from Employment and Immigration Canada, any amount received which exceeds actual day care expenses is totally deducted from the household's Income Assistance entitlement.

Persons 60 years of age and over awaiting benefits from the Canada Pension Plan or Old Age Security program must reimburse the Ministry for any Income Assistance granted during the period covered by any retroactive OAS or CPP benefits; this provision is described in general terms in the "Income" section of the Overview to this chapter. On the other hand, since April 1984, persons who are eligible for and awaiting Unemployment Insurance benefits are eligible only for "Hardship Assistance", as are those who quit work or who are involved in industrial disputes. Hardship Assistance is granted only after the applicant has exhausted all available income and assets, including those cash assets noted in (i) to (iv) under "Assets" above. Moreover, all potential sources of financial support must have been unsuccessfully explored, including family, friends, non-governmental organizations, loans and credit, final paycheques, holiday pay, and the use of the household's assets as collateral to secure a loan.

For treatment of other income, refer to the Overview.

Benefits

Income Assistance benefit levels consist of two components - the Support Component and the Shelter Variable. The Support Component covers food, clothing, household and personal needs, and is a pre-added amount based on family size, the duration on assistance and the age and employability status of the head of the household. With the exception of households which include a handicapped person or an individual 60 years of age or over, households headed by an employable person are initially eligible for the same maximum basic Income Assistance entitlement as those headed by an unemployable person; after eight months, the maximum basic Income Assistance benefit increases by $50 per month for a household in the unemployable category. The provision concerning reduced benefit levels for employable single persons and couples under 26 years of age was repealed in the summer of 1987. Where the applicant or spouse is 60 to 64 years of age or handicapped, the waiting period for higher benefit levels is waived.

The Shelter Variable covers rent or net mortgage payments, house insurance premiums, property taxes, maintenance, normal household repairs and utilities. The Shelter Variable entitlement is based on actual shelter-related costs up to maxima established for each size of household. The only exceptions to this rule are households with one person 60 to 64 years of age and families where both spouses are in this same age group; regardless of the actual cost of shelter in these cases, the minimum Shelter Variable is $75 in the first instance and $150 in the second. Monies received by an Income Assistance recipient from Social Services and Housing under the Homeowner Interest Assistance Act (loan assistance granted to

offset high mortgage interest rates) are not considered as income, but they may affect the amount of Shelter Variable payable to the household.

Benefit levels for persons over 65 years of age who are not eligible for Old Age Security benefits are calculated in the same manner as for GAIN for the Handicapped (see following summary). Entitlement is reduced by an amount equal to any non-exempted income and by any amount by which actual shelter costs are less than the Shelter Variable stipulated for that size of household.

Hardship Assistance, implemented in April 1984, provides emergency payments to persons who are declared ineligible for Income Assistance but who have exhausted all other means of meeting their needs for food and/or shelter. Hardship Assistance covers minimal costs to remove danger to life, health and safety of the applicant and/or dependants. The Support Component in these cases covers minimum basic costs of the household and cannot exceed the appropriate Income Assistance entitlement corresponding to the size of the household. Shelter assistance may be granted to Hardship Assistance cases *only* where the applicant is homeless and unable to obtain temporary shelter (with relatives, friends, emergency shelters or hostels) or where the applicant is unable to pay his/her current month's shelter and is unable to negotiate alternate arrangements for the payment of shelter costs.

A number of incentive allowances and employment-related items of special assistance may be granted to facilitate the entry or reintegration into the labour force of Income Assistance recipients. In addition, the Director may authorize an extension of health care services (hospital and medical insurance coverage, drugs, dental and vision care) for up to one year after the recipient leaves Income Assistance, with further extensions if deemed necessary, for an employed handicapped person or a single parent with one dependent child or more.

Agreement to Enhance the Employability of Social Assistance Recipients

In May 1986, the federal government (NHW and EIC) and British Columbia (Departments of Social Services and Housing, and Labour) signed the first federal-provincial employability enhancement agreement in Canada. Under its terms, $30 million will be distributed in each of the three years of the agreement by both levels of government. The money will be used to fund provincial employment support initiatives as well as to expand the Jobs Development and Job Entry components of the Canadian Jobs Strategy. It is estimated that 18,000 clients will benefit from initiatives funded under the agreement.

GAIN for the Handicapped

The Guaranteed Available Income for Need Act provides the legislative authority for the GAIN for the Handicapped Program, which ensures a minimum income level for eligible handicapped persons 18 to 64 years of age; the Ministry of Social Services and Housing is responsible for program administration.

Eligibility

General

General conditions of initial and continuing eligibility noted in the Overview to this chapter apply to handicapped persons applying for benefits. As further conditions of eligibility for GAIN for the Handicapped benefits, the applicant's mental or physical disability must be medically certified as apparently permanent with no remedial therapy available, and the individual must require extensive assistance for normal daily functioning or have continuous disability-related expenditures. The Ministry of Social Services and Housing Medical-Social Committee is responsible for determining whether an applicant's handicap conforms to legislated standards.

Financial Eligibility

Financial eligibility criteria for handicapped persons are similar to those established for Income Assistance households with respect to needs-testing (comparing income and assets with ongoing needs), except that higher exemption levels are allowed on assets and on income.

Assets

Asset exemption levels for GAIN for the Handicapped applicants are $2,500 for a single handicapped person or $5,000 where there is one dependant or more; a handicapped applicant who has been in Canada for less than five years is allowed $1,500 if single or $2,500 where there is one dependant (plus $300 for each additional dependant).

Income

A single handicapped person may be allowed an exemption of up to $100 per month on net earned income (gross wages less compulsory deductions, income tax and pension plan refunds, net income from roomers and boarders, education bursaries or loans, and Employment and Immigration Canada training allowances).

Benefits

The benefit level payable to eligible handicapped persons consists of a Support Component and a Shelter Variable, which are reduced by any

non-exempted income of that household and any amount by which the actual cost of shelter is less than the Shelter Variable specified for that size of household. Regardless of actual shelter costs, however, the minimum Shelter Variable payable is $75 monthly where there is one handicapped person in the household and $150 where there are two such persons.

Benefit Expenditures

Benefit expenditures on GAIN Income Assistance and Handicapped benefits amounted to $856,354,000 during the 1986-87 fiscal year.

Table 4.23
British Columbia
GAIN Program
Number of Cases and Recipients
by Program and Case Composition
as of End of Quarter
June 1986 to December 1987

Program and Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
GAIN Income Assistance[1]							
Cases							
Singles	73,817	69,638	73,388	73,160	69,856	65,413	67,184
Families	51,188	50,445	51,871	51,429	50,952	49,572	49,741
Couples	4,706	4,495	4,881	4,750	4,442	4,075	4,296
Couples with dependants	11,516	10,766	11,911	11,501	10,718	9,818	10,170
Single parents	34,966	35,184	35,079	35,178	35,792	35,679	35,275
Total Cases	125,005	120,083	125,259	124,589	120,808	114,985	116,925
Recipients	224,518	217,912	226,337	224,511	219,152	210,767	213,058
GAIN Supplementary Programs[2]							
Cases							
Singles	13,813	13,866	13,903	13,856	13,969	14,038	14,122
Families	3,921	3,891	3,898	3,888	3,820	3,825	3,838
Couples	2,383	2,361	2,349	2,333	2,288	2,297	2,322
Couples with dependants	791	768	765	763	750	738	726
Single parents	747	762	784	792	782	790	790
Total Cases	17,734	17,757	17,801	17,744	17,789	17,863	17,960
Recipients	23,245	23,217	23,265	23,204	23,138	23,210	23,292
GAIN Income Assistance and Supplementary Programs							
Cases							
Singles	87,630	83,504	87,291	87,016	83,825	79,451	81,306
Families	55,109	54,336	55,769	55,317	54,772	53,397	53,579
Couples	7,089	6,856	7,230	7,083	6,730	6,372	6,618
Couples with dependants	12,307	11,534	12,676	12,264	11,468	10,556	10,896
Single parents	35,713	35,946	35,863	35,970	36,574	36,469	36,065
Total Cases	142,739	137,840	143,060	142,333	138,597	132,848	134,885
Recipients	247,763	241,129	249,602	247,715	242,290	233,977	236,350

1. Includes the following sub-programs: Basic Income Assistance, Age 60-64 and Child in the Home of a Relative (see Table 4.24 for definitions).

2. Includes the following sub-programs: GAIN for the Handicapped, GAIN for Seniors and OAS (see Table 4.25 for definitions).

Table 4.24
British Columbia
GAIN Income Assistance[1]
Number of Cases by Sub-Program
and Case Composition
March 1987

Case Composition	Basic Assistance[2]	CIHR[3]	Age 60-64[4]
Singles	68,018	1,857	3,285
Males	47,926	970	1,550
Females	20,092	887	1,735
Families	50,277	--	1,152
Couples	3,888	--	862
Couples with dependants	11,323	--	178
Single parents	35,066	--	112
Total Cases	118,295	1,857	4,437

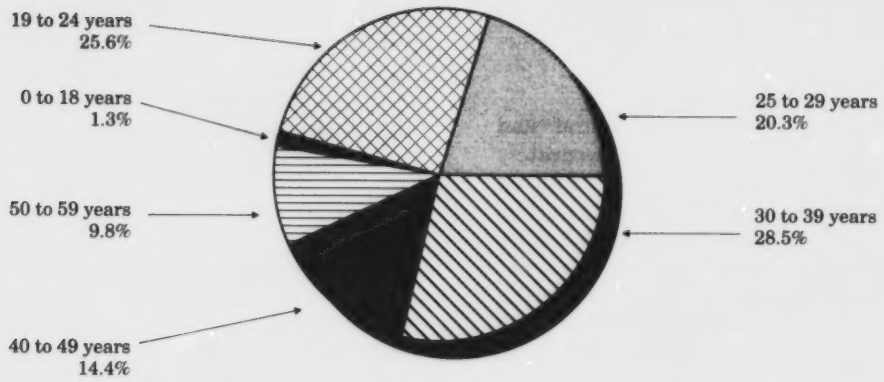
1. Represents Income Assistance cases which are not in receipt of any GAIN Supplementary benefits.
2. Represents all eligible cases headed by an individual between 19 and 60 years of age.
3. Represents all children less than 20 years of age who are being maintained by a relative.
4. Represents all eligible cases headed by an individual between 60 and 64 years of age.

Table 4.25
British Columbia
GAIN Supplementary Programs
Number of Cases by Sub-Program
and Case Composition
March 1987

Case Composition	GAIN for Handicapped[1]	Age 65+ (no OAS)[2]	OAS[3]	Mixed Plans[4]
Singles	12,922	934	--	--
Males	6,963	208	--	--
Females	5,959	726	--	--
Families	2,770	703	280	135
Couples	1,372	641	190	130
Couples with dependants	643	46	69	5
Single parents	755	16	21	--
Total Cases	15,692	1,637	280	135

1. Represents all cases where the head has been medically certified as disabled.
2. Represents all cases headed by a person 65 years of age and over who is not in receipt of OAS.
3. Represents any case where there is at least one person in receipt of OAS plus one or more other persons in receipt of GAIN for Handicapped, GAIN for Seniors or GAIN Income Assistance benefits.
4. Represents all cases in receipt of more than one type of GAIN Supplementary benefit.

Figure 4.24
British Columbia
GAIN Basic Income Assistance[1]
Percentage Distribution of Caseload
by Age Group of Head
March 1987



1. Excludes caseload data for 60 to 64 year olds and Children in Home of Relative (CIHR).

Yukon

Social Assistance

Social Assistance in Yukon is administered by the Department of Health and Human Resources through its regional offices in the eight larger residential centres, with part-time workers located in four smaller municipalities. The legislative authority for this program is the Social Assistance Act and Regulations.

Eligibility

General

In general terms, conditions of initial and continuing eligibility in Yukon are accurately represented in the Overview to this chapter. However, unemployed employable applicants may be required to prove that they have resided in Yukon for at least 12 months - or that they have worked for at least three of the last 12 months - to qualify for regular assistance; emergency or repatriation assistance only may be granted where such residence and work requirements are not met.

Applicants may be deemed to be "permanent exclusions from the labour force" where they are between 19 and 64 years of age and medically certified as permanently and totally unemployable by reason of age, chronic disease or illness, or physical or mental impairment. In addition, persons who are in receipt of federal Old Age Security benefits or who have reached the age of eligibility for Old Age Security are automatically considered in this category. Permanent exclusions from the labour force are entitled to special asset and income exemptions and supplementary assistance.

Financial Eligibility

Social Assistance may be granted to applicants whose income and assets are not sufficient to meet their ongoing basic needs, and those of any dependants, provided that all other potential sources of support have been explored without success. Assistance may also be granted where applicants' resources are equal to their regular needs but insufficient to meet the cost of special requirements or unexpected situations. In the case of applicants who are self-employed or working on a full-time basis, however, no Social Assistance is to be granted until all income, assets and credit have been exhausted, except in cases of extreme financial hardship.

Assets

Social Assistance liquid asset exemption levels vary according to the applicant's case category; respective levels for the major client groups appear below.

Permanent exclusions from the labour force	
single person	$1,500
couple, both permanent exclusions	2,500
Single parents	
family unit (basic exemption)	1,500
plus, for each dependent child under 19 years of age	300
Unemployed employables (anticipated duration on assistance less than 90 days)	
single person	100
person with dependants	200
Unemployables (anticipated duration on assistance 90 days or more)	
single person	500
person with dependants	1,000

An additional exemption of up to $1,500 is allowed for each "permanent exclusion from the labour force", or for a single parent, or a dependent child under 19 years of age, where such amount has been placed irrevocably in trust for future funeral or burial expenses or if, in the case of a dependent child, the amount is not available for distribution or if maintenance payments from such fund are made in accordance with the Regulations.

Liquid assets include cash on hand, in a bank or other institution, the immediate realizable value of stocks, bonds or other securities, mortgages, agreements for sale, and wills or other settlements.

Income

In the determination of eligibility for social assistance and the amount of entitlement thereto, the total net income from full-time employment (i.e., over 20 hours per week) is considered as an available resource. As an incentive to join the permanent labour force, Social Assistance clients who accept full-time employment are provided with a supplementary allowance of $50 per month to cover clothing and transportation. Applicants must qualify for Social Assistance prior to this amount being added to their budget.

The earnings exemption allowed on net income from casual or part-time employment is equal to the greater of:

i) 50% of the net casual or part-time earnings of the applicant, spouse and dependent children not attending school, but not exceeding 25% of the household's basic assistance entitlement; or

ii) a monthly exemption of $5 per person in the household, up to a maximum exemption of $15.

Involuntary deductions such as Canada Pension Plan and Unemployment Insurance premiums, and reasonable transportation costs to and from work are deducted from gross earnings from casual or part-time work to determine the net earned income against which the above exemptions may be applied.

In the case of persons deemed to be permanent exclusions from the labour force, a monthly amount of $25 for a single person or $50 for a married couple from the sale of handicrafts, hobby materials or use of special talents may be allowed as an income exemption.

For treatment of other income, refer to the Overview.

Benefits

Social Assistance entitlement is calculated according to rate scales for individual items of basic need. Food and clothing allowances are based on the number of beneficiaries in a household and its proximity to larger residential centres; two rate scales are used for each of these basic items in order to reflect cost-of-living disparities between the larger municipalities and the more remote communities. Fuel, utilities and incidentals (personal and household needs) are paid according to the size of the household, while maximum shelter allowances are determined by the type of household (single person or family) and what is included in actual shelter costs (basic rent or furnished with utilities). A homeowner's allowance may be paid to cover additional costs related to ownership or purchase of a home, provided that the total shelter-related allowance does not exceed the rental allowance which would be provided otherwise.

It should be noted that any or all of the maximum allowances stipulated in the Regulations for items of basic need may be exceeded if extreme hardship would result otherwise; depending on the item of need involved and the circumstances of each case, prior authorization for such supplementary amounts is required from the field worker and/or the Director of Social Assistance.

A flat-rate monthly Territorial Supplementary Allowance (TSA) is added to the basic assistance entitlement of each person who is a permanent exclusion from the labour force; this allowance is further increased where the eligible person is in receipt of the federal Guaranteed Income Supplement. The TSA is payable in addition to benefits under the Income Supplement Program for Seniors (see Chapter 2).

Benefit Expenditures

Benefit expenditures on Social Assistance during the 1986-87 fiscal year were $2,187,000.

Table 4.26
Yukon
Social Assistance
Number of Cases by Case Composition
and Number of Recipients
as of End of Quarter
June 1986 to December 1987

Case Composition	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases							
Singles[1]	319	252[2]	250	269	266	239	252
Families	274	256	271	287	232	202	210
Couples[3]	118	112	130	143	104	82	98
Single parents	156	144	141	144	128	120	112
Total Cases	593	508	521	556	498	441	462
Recipients[e]	1,186	1,016	1,101	1,181	1,002	900	935

1. Includes aged, child with relative and transients (see footnote 2).
2. Effective August 1986, aged persons and children living with relatives are no longer assisted under the Social Assistance program. Singles includes single employables, single unemployables, single employed and transients.
3. Includes the following case classifications: couple employable, couple unemployable, couple employed, two-parent family employable, two-parent family unemployable, and two-parent family employed.

Northwest Territories

Social Assistance

The Department of Social Services is responsible for the administration of the Social Assistance Program in the Northwest Territories through a network of four regional offices, four area offices and 42 local offices; the legislative authority for the program is the Social Assistance Act and Regulations.

Eligibility

General

Social Assistance may be granted to a "person in need", which includes any person who, by reason of inability to obtain employment, loss of principal family provider, illness, disability, age or other cause of any kind, is found to be unable to provide adequately for his/her needs and those of any dependants. General eligibility criteria outlined in the Overview to this chapter apply to Social Assistance recipients in the Northwest Territories.

Financial Eligibility

Social Assistance may be granted where an applicant has a budget deficit (where needs exceed financial resources) or a budget surplus which is insufficient to cover the cost of an item of special need or an emergency situation.

Assets

In the determination of financial resources which are considered as available for current maintenance of the applicant and any dependants, persons applying for Social Assistance are not allowed any exemption on liquid or other assets except where such assets should not be converted into cash for sound social or economic reasons.

For elderly persons residing in nursing homes, homes for special care or other residential institutions, asset exemption levels are $1,000 for a single person and $1,500 for a married couple.

Liquid assets are defined as cash, bonds, debentures, stocks, the beneficial interest in assets held in trust and available to be used for maintenance and any other asset that can be converted readily into cash.

Income

The net salary and wages of an applicant or recipient are considered as financial resources in the determination of eligibility for social assistance. However, as an incentive to take and hold employment, the first $50 (single person) or $100 (family head) monthly is totally exempt from such calculations.

For treatment of other income, refer to the Overview.

Benefits

The total budgetary requirements of a household are calculated in accordance with specific allowance levels for individual items of basic need (food, clothing, shelter - including fuel and utilities - and household and personal needs). Clothing allowances are based on the number of beneficiaries in the household, while food allowances consider the household's size and its geographic location, with higher grocery allowances paid in more remote settlements. Shelter is paid at actual cost up to maximum levels for individual communities, and the actual cost of fuel and utilities is covered. A homeowner's allowance is granted to persons who own or are purchasing their own home, provided that the total of any shelter-related assistance does not exceed any rental allowances which would be paid to the household otherwise. Personal and household allowances are usually payable only to cases in receipt of long-term assistance (i.e., longer than three months), except in cases of extreme financial hardship.

An Incidental Allowance of $125 monthly is included as an item of basic maintenance in calculating the ongoing needs of any person who is 60 years of age and over or any person who is unemployable due to a physical or mental impairment.

All maximum allowance levels for basic and special needs may be exceeded where the social worker or Director of Social Assistance (depending on the item of need and the circumstances of each case) deems that extreme hardship would result otherwise.

Agreement to Enhance the Employability of Social Assistance Recipients

In June 1987, the federal government (NHW and EIC) and the Northwest Territories (Departments of Social Services and Education) signed a two-year agreement to increase job and training opportunities for social assistance recipients. Under the agreement, each level of government will commit $1.5 million over a two-year period. The Job Development and Job Entry programs of the Canadian Jobs Strategy will be the primary vehicles for integrating social assistance clients into the labour force. A target participation level of 20% was set for each program. It is estimated that approximately 300 people will benefit from these programs.

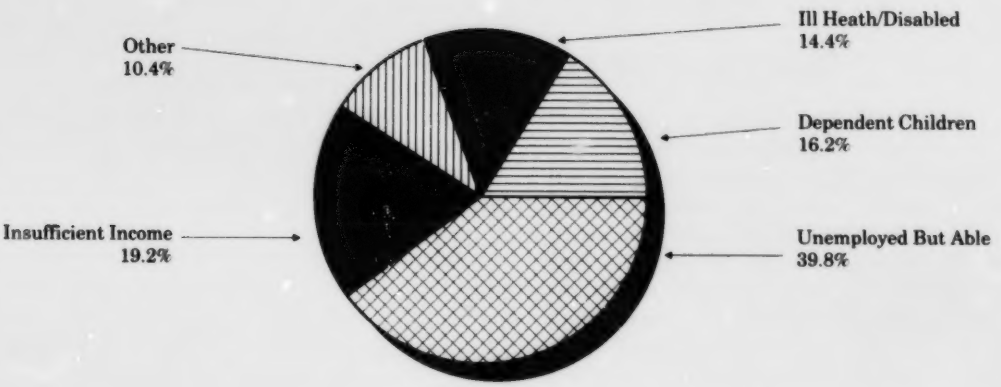
Benefit Expenditures

Benefit expenditures on Social Assistance during the 1986-87 fiscal year were $13,064,000.

Table 4.27
Northwest Territories
Social Assistance
Number of Cases and Recipients
as of End of Quarter
June 1986 to December 1987

	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Cases	2,276	2,127	2,424	2,581	2,662	2,625	3,018
Recipients	7,349	6,841	7,861	8,251	8,495	8,042	9,390

Figure 4.25
Northwest Territories
Social Assistance
Percentage Distribution of Caseload
by Reason for Assistance
March 1987



Provincial Taxation and Shelter Assistance Programs

This chapter describes provincial programs which assist low-income individuals and families in meeting the costs of property and/or school taxes, rental costs and the general cost of living. Property and/or school taxes may be reduced either by direct cash payments provided through grants and rebates or by exemptions and credits which are applied against taxes due. In certain provinces, renters may receive a comparable benefit to offset that portion of their rental payments which is applied against taxes. Some of these benefits may be claimed on the income tax form, whereas others require application to the administering department. In most cases, entitlement is based on costs incurred relative to available family income.

This chapter also describes programs assisting handicapped persons in New Brunswick and British Columbia in meeting their shelter costs.

Many of the programs described below provide benefits based on eligibility during a tax or calendar year. Due to the various administrative and accounting systems, benefits may be issued in a subsequent tax or fiscal year. This situation has been noted, where possible.

Programs targeted to seniors are discussed separately in Chapter 2. This report does not discuss the various types of social housing available in all provinces under the National Housing Act, home repair, renovation, or adaptation programs, assisted home ownership programs geared towards low-income individuals and families, and tax reductions which are an integral part of the provincial tax structures.

Newfoundland

School Tax Exemption

Persons 65 years of age or over are exempted from paying local school taxes (either the poll tax or property tax) except where property is not used exclusively as the residence of that person. Persons under 18 years of age and those in full-time attendance at a recognized educational institution are unconditionally exempted from paying the local school taxes. In addition, low-income persons and families may also receive this exemption. For the 1988 tax year, a single person whose annual income does not exceed $7,000 is exempted; in the case of a family, an additional income exemption of $2,000 for the spouse, $900 for each dependent child 16 years of age or over and $500 for each dependent child under 16 years of age is added to this amount. However, where the income of a spouse and/or dependent child is greater than $400, the excess amount is deducted from the increased exemptions. Income is equal to all earned and unearned income received during the year, excluding Family Allowances and any rent allowance received under the Social Assistance Act. This program, which began in 1974, is administered by the Department of Education through 21 School Tax Authorities under the Local School Tax Act.

Beneficiaries:	1986 tax year	not available
Benefit Expenditures:	1986 tax year	not available

Prince Edward Island

Residential Property Tax Credit

Under this program, property owners receive a tax credit of $ .10 per $100 of assessment on their owner-occupied residential property. "Residential property" means buildings or portions thereof used and occupied on a permanent basis as single or multi-unit dwelling accommodation. Owners residing in a multiple-unit building receive a partial credit based on that portion which is owner-occupied. The credit is reflected in the annual tax bill. This program, which started in 1980, is administered by the Department of Finance under the Real Property Tax Act.

Beneficiaries:	1986 tax year	37,331 properties
Benefit Expenditures:	1986 tax year	$1,292,000

Provincial Tax Credit

The program provides an automatic annual credit of $.75 per $100 of assessment on all non-commercial property owned by a resident person or resident corporation. A person is considered to be a resident if he/she resides in the province for 183 or more consecutive days each year. A corporation is a resident corporation if 50% of its voting shares are held by resident persons. The Provincial Tax Credit is administered by the Department of Finance under the Real Property Tax Act and became effective in January 1987.

Beneficiaries:	1986 tax year	not applicable
	1987 tax year	63,000 properties
Benefit Expenditures:	1986 tax year	not applicable
	1987 tax year	$6,000,000

New Brunswick

Residential Property Tax Credit

Under this program, property owners occupying their principal residence as of January 1 of the taxation year may receive a tax credit with respect to their residence. The tax credits for 1986, 1987 and 1988 are equal to $1.50 per $100 of assessment in cities, towns and villages and $0.85 per $100 assessment in local service districts and unincorporated areas. The amount of land to be included for tax credit purposes is a single residential lot, up to a maximum of 0.5 hectares. Single-family residences, including new homes under construction, receive a full credit; multi-unit buildings qualify for a partial credit based on that portion which is owner-occupied. A partial credit may also be granted to the purchaser with respect to properties purchased during the tax year, provided no credit was previously granted. The credit amount is indicated on the tax notice; partial credits may be refunded on request or left in the property owner's tax account as a credit. This program, which began in 1974, is administered by the Department of Municipal Affairs and Environment under the Residential Property Tax Relief Act.

Beneficiaries:	1986-87	172,944 households
Benefit Expenditures:	1986-87	$84,800,000

(NOTE: Above data are in respect of the 1986 tax year)

Assistance for the Reduction of Rental Costs (ARC)

Senior citizens 60 years of age or over and physically or mentally disabled persons 19 years of age or over may apply for non-taxable rental assistance. To be eligible for Assistance for the Reduction of Rental Costs (ARC), (formerly called Rental Assistance for the Elderly and for the Disabled), the applicant(s) must reside in a self-contained apartment in the private rental market and have a valid New Brunswick Medicare Card number; as well, assets of the individual or couple must not exceed $15,000. In addition, disabled persons require certification by the Medical Advisory Board established under the Social Welfare Act. Levels of assistance granted to a person or couple are on a sliding scale based on the gross family income and the amount of rent paid.

Since August 1984, maximum assistance levels are $150 per month for a single person whose gross monthly income does not exceed $300 and whose rent is $275 (maximum claimable rent) or more, or $169 per month for a couple whose combined gross monthly income does not exceed $300 and whose rent is $300 or more. Minimum assistance of $10 monthly is payable to a single person paying maximum claimable rent whose income is $900, or to a couple paying maximum claimable rent whose income is $990.

The program started in 1978 and is administered by the Department of Income Assistance under the Social Welfare Act.

Beneficiaries:	March 1987	1,781 households (1,588 elderly, 193 disabled)
Benefit Expenditures:	1986-87	$1,290,000

Residential Property Tax Allowance Program

Homeowners who occupy a property as their principal year-round residence are eligible if their net income for the previous year did not exceed $9,500 and they are eligible for the Residential Property Tax Credit. Annual income of the spouse, or person with whom the homeowner cohabits, must not exceed $9,500. Upon application, the allowance is applied to the 1988 property tax levy on the principal residence, to a maximum of $200. Applications must be submitted each year by September 30. The Property Tax Allowance Program was introduced in January 1987 and is administered by the Department of Municipal Affairs and Environment under the Residential Property Tax Relief Act.

This program replaces the Property Tax Assessment Exemption which was repealed December 31, 1986.

Beneficiaries:	1986-87	11,622 (Property Tax Assessment Exemption)
	1987-88	12,409
Benefit Expenditures:	1986-87	$ 903,000 (Property Tax Assessment Exemption)
	1987-88	$1,936,000

(NOTE: Above data are in respect of the 1986 and 1987 tax years)

Quebec

Real Estate Tax Refund (Remboursement d'impôts fonciers)

Residents of Quebec may apply for this credit on their provincial income tax declaration forms. The credit is available to both homeowners and tenants with respect to property taxes levied by a municipal corporation and a school corporation for their fiscal year beginning in the previous taxation year. Landlords are required to provide tenants with a receipt of taxes paid in respect of their rent. Persons who have no provincial tax payable must file a return in order to claim the credit. The credit is either included with any tax refund (where applicable) or used to reduce any income tax owed. For the 1988 taxation year, the credit is equal to 40% of eligible property taxes up to a maximum of $1,000 minus 2% of the net income of the household for the purpose of the rebate; the maximum credit is $400 per household. "Eligible property taxes" represent the property taxes which have been paid in excess of the basic needs included in the personal exemptions. For the 1988 tax year, the amount equivalent to basic needs is set at $260 for the applicant and where applicable, the spouse. Dependent children are no longer considered in this calculation.

For the 1988 taxation year, any person who is eligible for the Property Tax Credit who is also in receipt of the federal Guaranteed Income Supplement will receive $100 in addition to his/her Property Tax Credit; where the recipient's spouse also receives GIS or a Spouse's Allowance, the spouse will also receive an additional $100. In addition, any household in receipt of Social Aid (see Chapter 4) will receive in 1988 a monthly supplement equal to $10 per adult and $3 per child, provided that the person or family is not residing with a member of the immediate family or in a residential institution. The intent of these provisions is to avoid penalizing persons with incomes below the zero tax threshold (i.e., those who would not benefit from offsetting tax savings because they pay no income taxes).

This program, which began in 1979, is administered by the Ministry of Revenue (Ministère du Revenu) under the Real Estate Tax Refund Act (Loi sur le remboursement d'impôts fonciers).

Beneficiaries:	1986 tax year	469,619 households (preliminary figure)
Benefit Expenditures:	1986 tax year	$ 68,600,000 (preliminary figure)

Ontario

Ontario Tax Credits

Ontario Tax Credits, which are claimed on the federal income tax form, consist of the Property Tax Credit, Sales Tax Credit, Political Contribution Tax Credit, and Ontario Home Ownership Savings Plan Tax Credit. Only the first two credits are described below. They are designed to provide tax relief to Ontario residents under 65 years of age with low or moderate incomes. Even people with no taxable income may make a claim.

All Ontario residents may claim the Sales Tax Credit, but only principal taxpayers may claim the Property Tax Credit. A principal taxpayer is a person who:

i) is aged 16 to 64 years;
ii) is not claimed as a dependant;
iii) is the occupant of a principal residence; and
iv) is the spouse with the higher taxable income (in the case of both spouses being under age 65 and living together).

These credits are calculated as follows for the 1988 taxation year:

i) Property Tax Credit equals the sum of - occupancy cost (actual property taxes paid or 20% of rent paid during year) to a maximum of $250 (increased from $230 in 1987), and 10% of the occupancy cost; and
ii) Sales Tax Credit is $100 per adult and $50 per child (1% of total personal exemptions on the federal income tax form in 1986 and 1987).

To determine the net credit, 2% of the taxpayer's taxable income in excess of $4,000 is subtracted from the total of the two credits; the maximum credit is $1,000 ($500 in 1987).

The credits are included with any tax refund or are used to reduce any income tax owed. Persons who have no federal or provincial taxes payable are nonetheless required to submit an income tax form in order to claim the credits. The program started in 1972 with the Property Tax Credit and was expanded in 1973 to include the Sales Tax Credit. The credits are administered by Revenue Canada and funded by the province of Ontario. The legislative authority is the Ontario Income Tax Act.

Beneficiaries:	1986-87	1,750,422 taxfilers
Benefit Expenditures:	1986-87	$272,254,000

(NOTE: Above data relate to the Property Tax Credit and the Sales Tax Credit, and are in respect of the 1985 tax year)

Manitoba

Property Tax Credit

This credit, which is claimed on the federal income tax form, is designed to assist low-income tenants and homeowners in paying their previous taxation year's property taxes. An additional credit is granted to persons 65 years of age or over. The credit for the 1986, 1987 and 1988 taxation years is equal to the lesser of:

i) 20% of total rental payments for the year, plus net property taxes paid, plus any Resident Homeowners' Tax Assistance received; or

ii) a basic credit of $525, plus an additional $100 for persons 65 years of age or over, minus 1% of net family income (taxfiler and spouse); amount must equal or exceed $325.

Any benefits received through Resident Homeowners' Tax Assistance, SAFER (see Chapter 2) or SAFFR are subsequently deducted to arrive at the net credit. The credit is included with any tax refund or is used to reduce any taxes owed. This program, which began in 1972, is administered through Revenue Canada and funded by the Manitoba Department of Finance under the Manitoba Income Tax Act.

Beneficiaries:	1986 tax year	417,000 taxfilers (estimate)
Benefit Expenditures:	1986 tax year	$83,000,000

Resident Homeowners' Tax Assistance

Resident homeowners of single-dwelling units may receive a credit on their residential realty tax bill to reduce the amount of property taxes payable on their principal residence. To be eligible, the homeowner must have occupied the home as of January 1 of the tax year and the dwelling must be indicated as a single dwelling on the municipal tax rolls. Persons who own a home on leased land are ineligible for the credit. For the 1986, 1987 and 1988 taxation years, the maximum credit is $325, which constitutes the minimum benefit under the Property Tax Credit program. Municipalities are subsequently reimbursed the full value of the credits by the province. This program, which started in 1973, is administered by the municipal governments and funded by the Manitoba Department of Finance under the Manitoba Income Tax Act.

Beneficiaries:	1986 tax year	241,000 homeowners (estimate)
Benefit Expenditures:	1986 tax year	$74,800,000

Shelter Allowances for Family Renters (SAFFR)

Low-income families with dependent children may apply for this non-taxable monthly allowance to offset rental costs. Eligible rental costs which exceed 25% of a family's income may be subsidized up to 90% by the program. Families in receipt of Social Allowances (see Chapter 4) or residing in government-subsidized housing are ineligible for SAFFR benefits. Since July 1984, the maximum monthly allowance of $150 is payable where:

i) for one parent and one child, rent is $350 per month (maximum claimable rent) or more and monthly income does not exceed $720;

ii) for a three-person family, rent is $375 per month (maximum claimable rent) or more and monthly income does not exceed $810; or

iii) for four or more persons, rent is $400 per month (maximum claimable rent) or more and monthly income does not exceed $900.

The benefit period for the program is from July 1 to June 30 of the following year. The amount of assistance is reduced as income increases and rent decreases in proportion to income. All SAFFR benefits must be deducted from the amount of Manitoba Property Tax Credit to which the family is entitled. This program, which began in 1981, is administered by Manitoba Housing under The Housing and Renewal Corporation Act.

Beneficiaries:	March 1987	2,071 families
Benefit Expenditures:	1986-87	$1,447,000

Cost of Living Tax Credit

Low-income persons may apply for this credit on the federal income tax form to reduce the amount of taxes payable. For the 1988 taxation year, the credit is calculated by adding the following fixed credits applicable to the taxpayer's circumstances and subtracting from the sum 1% of Family Net Income.

Single	$190
Married or Equivalent	190
Age or Disability	110
Dependant under 18	25
Disabled Dependant over 18	60

A joint claim is optional and subject to agreement by both spouses. This program, which began in 1974, is administered by Revenue Canada and funded by the Manitoba Department of Finance under the Manitoba Income Tax Act.

Beneficiaries:	1986-87	310,000 claimants (estimate)
Benefit Expenditures:	1986-87	$36,500,000

(NOTE: The above data are in respect of the 1985 taxation year)

Special Farm School Tax Assistance

The program, which was in effect for the 1987 taxation year only, provided dollar-for-dollar coverage up to a maximum of $500 for school taxes levied against farm land. This amount was over and above general property tax assistance (i.e., the Property Tax Credit and, where applicable, the Pensioners' School Tax Assistance). The Special Farm School Tax Assistance Program was implemented on January 1, 1987, and was replaced by the Manitoba Education Tax Reduction Program for Farmers in 1988. It was jointly administered by the departments of Agriculture, Finance and Municipal Affairs.

Beneficiaries:	1986 tax year	not applicable
	1987 tax year	20,000 (estimate)
Benefit Expenditures:	1986-87	not applicable
	1987-88	$9,400,000

Manitoba Education Tax Reduction Program for Farmers

This program provides a 25% across-the-board reduction in the school taxes assessed on farm land in the province. This amount is over and above general property tax assistance (i.e., the Property Tax Credit and, where applicable, the Pensioners' School Tax Assistance).

The program replaced the Special Farm School Tax Assistance effective January 1988. It is jointly administered by the Departments of Agriculture and Municipal Affairs.

Saskatchewan

Saskatchewan Tax Reductions

Low-income Saskatchewan residents may claim this reduction on their federal income tax form to reduce their net provincial taxes payable. For the 1988 tax year, the program has five components:

i) $200 sales tax reduction;
ii) $300 tax reduction for homemakers;
iii) $200 tax reduction per child;
iv) $500 tax reduction for the first child of a single parent; ($200 for each subsequent child); and
v) $200 tax reduction for senior citizens.

The claimant adds together the relevant components to arrive at the maximum possible reduction. The maximum reduction applies if the claimant's net annual income is less than or equal to $10,000. The reduction is non-refundable: if income tax payable is less than the maximum reduction, the applicable reduction equals the income tax payable. Where income is greater than $10,000, the maximum is reduced by 5% of the difference between net income and $10,000.

This program, which began in 1975, is administered by Revenue Canada and funded by the Saskatchewan Department of Finance under the Saskatchewan Income Tax Act.

Beneficiaries:	1986	360,000 taxfilers (estimate)
Benefit Expenditures:	1986	$43,500,000 (estimate)

Alberta

Remote Area Heating Allowance

Residents of Alberta who do not have access to natural gas may apply for a partial, non-taxable rebate of their heating costs incurred during a given calendar year. A rebate of up to 25% of the cost of up to 18,185 litres of propane or 12,275 litres of heating oil (or a proportionate combination) is available. Prior to 1988 the rebate amount was 35% of costs, with the same limit. Original invoices must accompany any application. Applicants have two years from the date of the fuel purchase to submit an application. This program, which began in 1980, is administered by Alberta Transportation and Utilities under the Natural Gas Rebates Act. The program has been extended to December 31, 1990.

Beneficiaries:	1986-87	7,000 Albertans (estimate)
Benefit Expenditures:	1986-87	$3,400,000

British Columbia

Land Tax Deferment Program

Senior citizens, widow(er)s and certain handicapped persons may defer property taxes on their ordinary place of residence. Taxes which may be deferred are those in excess of the Home Owner Grant coverage. Interest is charged at the rate of 7 3/4% (as of April 1, 1987) on deferred taxes. Taxes and interest become payable when the dwelling ceases to be the person's principal residence. This program, which

began in 1974, is administered by the Ministry of Finance and Corporate Relations under the Land Tax Deferment Act.

Beneficiaries:	March 1987	2,695 homeowners
Benefit Expenditures:	1986-87	$16,430,000 (represents cumulative amount of deferred taxes plus interest)

Home Owner Grant

Homeowners and certain renters may apply for this grant to reduce the amount of property taxes payable. Persons eligible to apply are:

i) homeowners (for their principal residence only);
ii) tenants of cooperative housing apartments;
iii) lessees in designated apartment buildings with a registered lease (minimum 99 years);
iv) eligible occupants of cooperative residences or multi-dwelling leased units (includes leases of less than 99 years); and
v) persons having a handicapped relative resident on their property.

The amount of the grant varies according to the classification of the applicant. For the 1987 and 1988 taxation years, the grant is calculated as follows:

i) applicants under 65 years of age having current year property taxes less than $730 must pay $350 of those taxes. The grant is $380 if current year property taxes are $730 or more; and
ii) persons over 65 years of age, and certain others, must pay $100 in property taxes if their current year taxes are less than $730. The maximum grant for this group remains at $630 for those with taxes over $730.

Landlords of eligible apartments receive the grant and are responsible for apportioning it among tenants or lessees. This program, which began in 1957, is administered by the Ministry of Municipal Affairs under the Home Owner Grant Act.

Beneficiaries:	1986-87	670,000 eligible households (estimate)
Benefit Expenditures:	1986-87	$282,000,000

Yukon

Home Owners' Grant

Homeowners may apply for a non-taxable grant to offset currently paid school and general taxes. To be eligible, the applicant must have owned and resided in his/her home for 184 days during the *current year. For the 1986, 1987* and 1988 property tax years, Old Age Security pensioners receive an enhanced grant which is equal to $350 or three-quarters of their property and school taxes, whichever is less; all other homeowners receive the lesser of either $350, one-half of property and school taxes or, where taxes are less than $200, the actual amount of taxes less $100. A minimum tax of $100 must be paid by all homeowners after the grant has been computed. This program, which began in 1976, is administered by the Department of Community and Transportation Services under the Home Owners' Grant Act.

Beneficiaries:	1986-87	3,231 applicants
Benefit Expenditures:	1986-87	$957,000

Northwest Territories

Home Owners' Property Tax Rebate Program

Persons who own and occupy their own homes (including mobile homes) may apply for a non-taxable rebate of 50% of municipal taxes. To be eligible, the applicant must have lived in the home for at least 184 days of the current taxation year; additionally, taxes must be paid in full by December 31 in the year in which they were levied. The maximum amount of rebate differs according to the area of residence. In Municipal Taxation Areas (cities, towns and villages, where the municipality sets and collects its own taxes), the maximum for the 1986, 1987 and 1988 taxation years is $400 per household. In General Taxation Areas (where the territorial government sets the tax rate and is responsible for the collection of taxes), it is $100. This program, which began in 1981, is administered by the Department of Municipal and Community Affairs under the Home Owners' Property Tax Rebate Act.

Beneficiaries:	1986-87	2,098 homeowners
Benefit Expenditures:	1986-87	$688,000

(NOTE: Above data relate to the 1986 tax year)

Home Heating Oil Subsidy Program

The program was cancelled effective April 1, 1987.

Beneficiaries:	1986-87	66
Benefit Expenditures:	1986-87	$17,000

Provincial Workers' Compensation Programs

Workers' compensation programs protect members of Canada's labour force and their dependants against wage loss due to occupational injury or disease and assist them with medical or other expenses. Each province and territory has legislation (introduced between 1915 and 1977, depending on the jurisdiction) regulating the administration of the program and specifying the industries that are required to provide workers' compensation coverage. Apart from provincial legislation, federal statutes protect federal employees injured in the course of duties, seamen not covered through provincial systems, and discharged inmates injured while working or training in a federal penitentiary. The legislation protects workers in these situations as though they were covered by provincial compensation systems. The federal statutes are administered by the provincial Boards.[1]

The Canadian workers' compensation system is based on the principles of collective liability on the part of employers and compulsory insurance for workers guaranteed by a publicly administered insurance fund. It provides a mutual insurance scheme through which the employers in a given class of industry or occupation are jointly liable for the costs of all injuries related to that class. Each classification pays a yearly assessment which is a percentage of its insurable payroll. In addition to compulsory coverage for those industries set out in legislation, there is provision in all provinces for elective coverage of other industries, at the discretion of the Board administering the program.

The Compensation Boards responsible for overseeing the system are autonomous agencies of provincial governments and are responsible for the administration of their respective acts. The primary role of the Boards is the adjudication of whether or not and to what extent a worker is eligible for compensation. This settlement process is carried out directly with the worker or dependants. Coverage by a Compensation Board automatically precludes legal action by the worker against the employer. The Boards are also responsible for accounting, data processing, medical aid, vocational rehabilitation, assessment of industries and, depending on the jurisdiction, for accident prevention and workplace inspections.

This chapter is intended as an overview; for a detailed explanation of the various provisions of each provincial program, readers are advised to contact the provincial Boards.

Eligibility

General

Originally, workers' compensation covered only those industries considered to be most hazardous. Gradually, coverage expanded to include the majority of occupations. Presently 70% to 90% of the labour force, depending on the jurisdiction, is insured through the system.

All employees, both full- and part-time, of insured industries are eligible for benefits when they have been injured on the job or have become victims of an occupational disease. When illness (occupational disease) is recognized as originating in the workplace, it is compensated as though it were a work-related injury.

The only conditions under which compensation may not be payable are where the worker is disabled for less than a stated period or where the injury is attributable solely, or primarily, to the willful misconduct of the worker and does not result in death or serious disability. In addition, a worker may be required to undergo a medical examination ordered by the Board to determine the extent of injury; rights to compensation may be suspended if such an examination is refused. All injured workers are encouraged to undertake any necessary physical and

1 The term "Boards" is used to refer to Workers' Compensation Boards and Commissions.

vocational rehabilitation and to obtain suitable employment as soon as they are able.

In most jurisdictions there is a waiting period between the date of injury and the commencement of eligibility for cash benefits. Boards in Manitoba, Saskatchewan, British Columbia and both territories provide no benefits for the day or balance of the day on which the injury occurs; entitlement begins on the day following the impairment. In Newfoundland, Ontario and Alberta, employers are required to pay the worker's wages for the day of the injury and, where disability continues beyond that day, compensation is payable from the day following the accident. Nova Scotia imposes a three-day waiting period; however, if the disability continues beyond this period, compensation is payable from and including the day of the accident. In Quebec, the employer must pay the worker for the day of injury; the employer must also pay the injured worker the legislated amount of compensation for the first 14 days after the injury. This amount is refunded by the Board if the claim is allowed; if it is disallowed, the worker must reimburse the Board for the full amount with the employer subsequently being allowed a credit of the full amount. In both Prince Edward Island and New Brunswick, compensation becomes payable on the day of injury if the disability extends beyond that day. If the worker is disabled only for the day of the accident, no compensation is paid. In all jurisdictions, medical aid is immediately available to an injured worker regardless of the waiting period for cash benefits.

Financial Eligibility

Compensation rates are based on the earnings of the injured worker at the time of the accident, up to the legislated maxima; in Quebec, however, the worker may substantiate a higher annual income and include any Unemployment Insurance benefits received for the 12-month period immediately preceding the injury. Although benefits are reduced by the amount of any Canada Pension Plan disability entitlement in some jurisdictions, no other assets or sources of income are considered.

Benefits

Injured workers may receive one or a combination of the following types of benefits: cash compensation, medical aid and/or rehabilitation services. Cash compensation may be payable to the injured worker in respect of a temporary or permanent disability, and to surviving dependants in the case of the worker's death. In all jurisdictions, payments are non-taxable. In most jurisdictions, ongoing payments are made every second week.

Compensation levels are based upon a proportion of the worker's insurable earnings prior to the accident, and/or the extent and duration of the disability. Increasingly, Boards are considering the worker's earning capacity after the injury in conjunction with, or instead of, basing compensation on disability. Until a few years ago, extent and duration of disability were the sole considerations for compensation. These two factors are determined through medical examination and disability rating schedules maintained by the Boards, while the proportion of insurable earnings is legislated for each jurisdiction. In Prince Edward Island, Nova Scotia, Manitoba, British Columbia and the Yukon, wage loss compensation is based upon 75% of the worker's average pre-accident gross earnings. All other provinces base compensation on 90% of the worker's net pre-accident earnings.[1] The above-mentioned percentages of earnings are applied in cases of both temporary and permanent disability awards and, in some jurisdictions, of benefits to surviving dependants. In all cases, a ceiling is placed on the annual amount of earnings considered to be insurable for the worker; however, these maxima vary considerably among provinces. Table 6.1 presents maximum insurable earnings and benefit levels as well as the basis for calculation of wage loss compensation (for both total and partial disability) for all provinces.

Cash Compensation

Temporary Disability Compensation

In all provinces except Quebec,[2] medical examinations and disability rating schedules assess whether a temporary impairment is partially or totally disabling to the worker. The amount of compensation is then determined according to legislated guidelines and subject to specified maxima. In cases of temporary total disability, payments are based upon 75% of gross average earnings, 90% of net earnings, or 90% of net earnings loss, depending on the jurisdiction. In Newfoundland and New Brunswick, any compensation awards are reduced by Canada Pension Plan (CPP) disability benefits; this reduction applies after receipt of benefits for one full

1 "Net Earnings" refers to wages after deductions for income tax, Canada Pension Plan and Unemployment Insurance.

2 In Quebec, such a distinction does not exist. Unless the injury does not make the worker incapable of doing his/her job, he/she is always entitled to full benefits.

year in Saskatchewan and after two years in the Yukon. It should be noted that recipients of temporary total disability benefits are not simultaneously entitled to Unemployment Insurance (UI) benefits (see Chapter 8).

Temporary partial disability is compensated with a proportion of earnings based upon earning impairment, degree of disability, or a combination of the two. Newfoundland, New Brunswick, Ontario, Saskatchewan and British Columbia base benefits on a percentage of the difference between pre- and post-accident earnings. Both territories base awards solely on the degree of disability, while the remaining provinces use a combination of the two methods in determining the amount of the cash award. The reduction in benefits for persons receiving CPP benefits which is discussed above also applies to cases of temporary partial disability. Temporary partial disability benefits are treated as earnings for purposes of the UI program.

Wage loss compensation is payable for the duration of earnings loss or disability, except in Saskatchewan, New Brunswick, Yukon and Quebec. In the first two provinces and Yukon, all benefits are payable to age 65 at which time an annuity becomes payable. In Quebec, benefits are reduced by 25% for the first year after this date, by 50% for the second year, and by 75% for the third year. Annuities are built up through contributions by the Board, plus accrued interest earned on the contributions over the period of compensation. A person who is disabled at age 63 will receive regular wage loss compensation for two full years before such benefits are converted to an annuity.

Permanent Disability Compensation

All jurisdictions provide wage loss compensation to workers who suffer permanent total disability (as determined by medical examination and disability rating schedules); awards may be based upon 75% of gross average wages, or 90% of net earnings or of net earnings loss, depending on the jurisdiction (see "Benefits"). In addition to these payments, which are made for the duration of earnings loss or disability, Newfoundland, New Brunswick, Quebec, Saskatchewan and Yukon provide a lump sum payment based on the degree of disability. Both wage loss and lump sum amounts are subject to specified maxima. Nova Scotia also provides a stipulated monthly amount for each child still attending school to workers suffering permanent total disability.

Compensation based on earning impairment, degree of disability or both, depending on the jurisdiction, is payable in cases of permanent partial disability. The five jurisdictions noted above also provide lump sum amounts, up to certain maxima, based on degree of disability.

In Quebec, the worker's situation is reviewed two years after the date upon which he/she became capable of carrying on suitable employment other than the pre-accident employment. The purpose of this review is to ensure that compensation benefits paid to that worker remain equivalent to the difference between pre- and post-accident earnings. The three years after this initial review and every five years thereafter, compensation benefits are reviewed in the same manner. Benefits cease when one of the following occurs: gross annual income from the new job is equal to or greater than the revalued pre-accident income, the worker reaches age 68 or dies.

As with temporary compensation, all wage loss benefits for permanent disability are reduced by the amount of any CPP disability benefits received by claimants in Yukon, Saskatchewan and New Brunswick. Also, the provisions described above for annuities at age 65 apply in cases of permanent disability wage loss payments.

Benefits to Surviving Dependants

In cases of the worker's death from a work-related injury or illness, dependants are entitled in all jurisdictions to cash compensation as well as payments for funeral and related expenses. Cash compensation includes a lump sum payment as well as ongoing benefits, the amount and duration of which may vary according to the age and employability of the surviving spouse as well as the number of dependent children. Prince Edward Island, Nova Scotia and both territories have established fixed amounts payable according to the circumstances of the dependant(s). The remaining provinces provide benefits based on a percentage of the deceased worker's earnings. In all cases, benefits are higher where there are dependent children of school age or younger.

In most jurisdictions, depending upon the age and circumstances of the surviving spouse, benefits continue until death or remarriage. Generally, upon remarriage, a lump sum equivalent to the monthly allowance for one or two years, or some other specified amount, is paid to the deceased worker's spouse. In Alberta, Quebec,[1] Ontario and Yukon, pensions to

1 In Quebec, surviving spouses' pensions are payable for a maximum of three years following remarriage depending on the spouse's age.

widows continue after remarriage. In all jurisdictions, payments on behalf of dependent children continue regardless of the remarriage of a surviving spouse. If a child's remaining parent dies, the child becomes eligible for the usually higher benefits payable to orphans.

In Saskatchewan, survivors' benefits are payable for a maximum of five years unless undue hardship would result. The Quebec system also provides a large lump sum (not less than $56,514). In New Brunswick, benefits are converted to an annuity (see "Temporary Disability") at age 65. Both New Brunswick and Saskatchewan reduce survivors' benefits by any CPP entitlement.

In addition to the cash benefit provisions for a surviving spouse, most jurisdictions provide vocational rehabilitation services to assist the spouse in obtaining gainful employment if this is feasible. Most jurisdictions also provide cash benefits to dependants of the deceased worker, other than the surviving spouse and children. The amount of the benefit is generally fixed by legislation or determined by the Board. Table 6.2 outlines cash benefits payable to surviving spouses.

Indexation Provisions

There is considerable variation among the provinces regarding the adjustment of both the amount of maximum insurable earnings and of permanent disability pensions. In Manitoba, Saskatchewan and British Columbia, maximum insurable earnings are adjusted automatically each year according to the evolution of average wages. Quebec adjusts its maximum automatically on an annual basis to reflect change in the Industrial Aggregate Wages, while Ontario adjusts automatically every January 1 based on the annual change in the Consumer Price Index (CPI) in the preceding 12 months at October 31. Adjustment is automatic in both New Brunswick and Yukon. In New Brunswick, it is based on 150% of composite industrial wages and, in Yukon, on the evolution of average wages of accident victims. This latter indicator is established by the Yukon Board as the average weekly earnings, in the immediately preceding 12-month period, of workers who received compensation for accidents which occurred in that period. In Newfoundland, maximum insurable earnings levels are indexed annually by Order-in-Council on the basis of 250% of average industrial wages. The remaining provinces and Northwest Territories review earnings levels on an ad hoc basis and adjustments are made by legislative amendment or Order-in-Council, depending on the jurisdiction.

Indexation of permanent disability pensions in pay also varies among provinces. Nova Scotia, Quebec, Saskatchewan, British Columbia and Yukon adjust pensions automatically based on the Consumer Price Index (CPI). Ontario, Manitoba and Alberta also rely on the CPI; however, adjustments are made on an ad hoc basis by legislative amendment. Newfoundland and New Brunswick base annual indexation on the evolution of wages, by Order-in-Council in the first case and as an automatic adjustment in the second. In Prince Edward Island and the Northwest Territories, changes are made by legislative amendment on an ad hoc basis.

Medical Aid

In the case of any accident, and regardless of any cash compensation, medical aid must be provided. All workplaces must be equipped to administer immediate first aid; in certain jurisdictions the Boards are responsible for the specification of such equipment. In addition, surgical and dental procedures, hospitalization, nursing services, medicine, prosthetic appliances (including maintenance), and the replacement and repair of dentures and eyeglasses may also be provided. Other items of care not stated in the legislation may also be made available if approved by the Board.

Where deemed appropriate, workers suffering permanent total disability may receive allowances for personal care or attendant care. In cases of permanent disability where artificial limbs are required, clothing allowances may be provided. Both of these benefits are in addition to regular wage loss compensation. There is considerable variation among the provinces regarding the benefit level for these items.

Rehabilitation Services

The workers' compensation system also provides physical and vocational rehabilitation services to injured workers. In fact, these services are integral to the program, as all Boards emphasize the need to return workers to suitable employment whenever possible. In some jurisdictions, Boards are required to prepare a personal rehabilitation plan with the worker's collaboration. Services may include vocational guidance, counselling, testing, retraining and assistance in finding gainful employment.

Financing

Although workers' compensation programs are administered through Boards, the system is funded entirely by employers. Compensation costs are regarded as a direct production expense. Associated risk, number of employees and the workers' earnings are factors which are taken into consideration in the

assessment of industries. The Boards establish and maintain rate groups, charging each member of a group the same rate. Since January 1987, six jurisdictions have also instituted Experience Rating Assessment systems whereby merit reductions or surcharges are applied to individual members of rate groups based on the safety record of the individual employers. In total, seven jurisdictions now use this system. Large Crown corporations, governments and government-owned or licensed operations are classified as "self-insurers" and pay the actual compensation costs as well as an administration fee to the Board in their particular jurisdiction.

Table 6.1
Provincial Workers' Compensation Programs
Wage Loss Benefits by Province/Territory
January 1988

Province/Territory	Maximum Insurable Earnings ($)	Compensation for Permanent Total Disability[1]	Maximum Monthly Benefits ($)	Minimum Monthly Benefits ($)	Compensation for Permanent Partial Disability[1]
Newfoundland	45,500	Lump sum, plus 90% of net loss of earning capacity[2,5]	2,345.72	866.67[11]	Lump sum, $1,000 - $45,500, plus 90% of net loss of earning capacity[2,5]
Prince Edward Island	22,000	75% of average pre-accident wages	1,375.00	260.00[3]	Proportion of 75% of wages, based on degree of disability or loss of earnings
Nova Scotia	28,000	75% of average pre-accident wages	1,750.00[4]	552.00[3]	Proportion of 75% of wages, based on degree of disability
New Brunswick	32,900	Lump sum, $500 - $32,900, plus payments at 90% of net loss of earnings[2,5,7]	1,883.77[6]	--	Lump sum, minimum $500, based on degree of disability plus 90% of net loss of earnings[2,5,7]
Quebec	36,500	Lump sum based on worker's age ($28,257 - $56,514), plus benefits equal to the difference between 90% of the worker's salary at injury and net income from current/potential employment[2,8]	1,961.27[6]	--	Lump sum, as per Permanent Total Disability; calculated in proportion to the degree of disability, plus pension as per Permanent Total Disability, if needed
Ontario	35,100	90% of net average earnings[2]	1,925.94[6]	975.48	Proportion of 90% of net average earnings, based on degree/nature of disability; supplements possible[2]
Manitoba	33,000	75% of average pre-accident earnings	2,062.50	751.00[3]	Proportion of 75% of wages deemed sufficient by the Board to compensate for physical loss; additional sums in certain circumstances
Saskatchewan	48,000	Lump sum, $1,100 - $22,600, plus payments at 90% of lost earning capacity[2,5,7]	2,525.23[6]	882.84	Lump sum, minimum $1,100, based on degree of disability plus 90% of lost earning capacity[2,5,7]
Alberta	40,000	90% of net earnings[2]	2,157.62	730.00	Proportion of 90% of net earnings based on degree of disability[2]
British Columbia	41,300	75% of average pre-accident wages	2,581.25	933.23	Proportion of 75% of wages, based on degree of disability

Table 6.1 (continued)
Provincial Workers' Compensation Programs
Wage Loss Benefits by Province/Territory
January 1988

Province/Territory	Maximum Insurable Earnings ($)	Compensation for Permanent Total Disability[1]	Maximum Monthly Benefits ($)	Minimum Monthly Benefits ($)	Compensation for Permanent Partial Disability[1]
Yukon	36,000	Lump sum, $1,000 - $40,000, plus payments at 75% of loss of earnings[5]	2,249.92	619.59[3,9]	Lump sum, minimum $1,000, maximum $40,000, based on percentage of disability plus 75% of loss of earnings[5]
Northwest Territories	36,800	90% of net earnings[2]	2,250.43[10]	1,012.00[3]	Proportion of 90% of net earnings, based on degree of disability[2]

1. Benefits for temporary disability, both total and partial, are calculated on the same basis as are permanent benefits; however, amounts are calculated on a weekly basis. No lump sum payments are made for temporary disability.
2. Represents a worker's gross earnings less income tax, Unemployment Insurance and Canada or Quebec Pension Plan deductions.
3. Or earnings, if less.
4. Plus $162 per child in school.
5. Compensation is subject to reduction by disability entitlement under the Canada Pension Plan. In Saskatchewan, this applies after one year of benefits; in the Yukon, it applies after two years.
6. This amount is payable to a worker with a spouse and one dependant. Benefits may vary, depending on the worker's family size.
7. Earnings loss benefits payable to age 65; an annuity is payable thereafter.
8. As of January 1988, the amount of the lump sum for 100% disability ranged from $28,257 at age 65, to $56,514 at age 18.
9. This amount is based on four weeks.
10. This amount is payable to a single Northern resident; non-Northern residents receive a lesser amount as deductions to reach net earnings vary depending on the worker's residency.
11. 100% of weekly wage under $200.

Table 6.2
Provincial Workers' Compensation Programs
Benefits to Surviving Spouses
by Province/Territory
January 1988

Province/Territory	Immediate Lump Sum ($)	Pension Benefits		Benefits Payable on Remarriage (lump sum)
		Dependent Spouse Only[1]	Dependent Spouse[1]/Two Children[2]	
Newfoundland	2.5 times compensable annual earnings	Lump sum, plus 75% of 90% of worker's net earnings, payable to age 65 or remarriage	As per "Dependent Spouse Only"; benefits payable until youngest child reaches 16th birthday	Lesser of $5,000 or one year's pension from marriage date
Prince Edward Island	500	$450 monthly	$650 monthly	$5,400
Nova Scotia	1,000	$616 monthly	$940 monthly	$3,151
New Brunswick	Nil	80% of worker's net earnings, less CPP[3]	As per "Dependent Spouse Only"	One year's pension in lump sum
Quebec	1,131	Lump sum ($56,514 - $109,500) plus 55% of 90% of worker's net income for a maximum of three years	As per "Dependent Spouse Only", plus $283 monthly per child	Benefits unaffected by remarriage
Ontario	22,148 - 66,444	50% of workers' net average earnings[4,5]	90% of worker's net average earnings until youngest child is 19[4]	Benefits unaffected by remarriage
Manitoba	1,305	Greater of 75% of worker's average gross earnings, or $751 monthly	Greater of 75% of worker's average gross earnings, or $1,089 monthly	$3,600
Saskatchewan	3,000	90% of worker's net earnings; payable for five years[6]	As per "Dependent Spouse Only"[6]	Benefits unaffected by remarriage
Alberta	1,100	90% of worker's net earnings; payable for five years[7]	As per "Dependent Spouse Only"[7]	Benefits unaffected by remarriage
British Columbia	1,431.94[8]	60% of 75% of worker's average earnings, less CPP benefits, not less than $601.30/month	75% of worker's average earnings less CPP benefits	Two years' pension

Table 6.2 (continued)
Provincial Workers' Compensation Programs
Benefits to Surviving Spouses
by Province/Territory
January 1988

Province/Territory	Immediate Lump Sum ($)	Pension Benefits		Benefits Payable on Remarriage (lump sum)
		Dependent Spouse Only[1]	Dependent Spouse[1]/Two Children[2]	
Yukon	1,523	$1,087 monthly	$1,739 monthly	Benefits unaffected by remarriage
Northwest Territories	1,472	$1,012 monthly	$1,472 monthly	$12,144

1. For the purposes of this table, spouses are 50 years of age or over and not employed; benefits in some provinces are adjusted according to age and/or employability. Deaths are assumed to have occurred in 1987.
2. Children are considered to be 16 years of age or less. Benefits may be payable after this age, depending on the province. In Quebec, benefits for dependants are payable until age 18; Quebec also pays a sum of $9,744 to students over age 18.
3. Conversion to an annuity at age 65.
4. Any CPP surviving spouse's pension is deducted from the worker's average earnings (used as the basis of compensation).
5. Based on spouse aged 50 years.
6. Benefits payable for five years or until the youngest child reaches 16 years of age, or 21 if completing his education. After one year, benefits are reduced by CPP entitlement, except where minimum benefits are paid.
7. Full benefits remain payable until the youngest child reaches age 18. If spouse employed or employable, benefits gradually reduced over five years to $0.
8. A lump sum of $29,846.25 may be awarded to widows or widowers under the age of 40 years, who have no dependants.

Table 6.3
Provincial Workers' Compensation Programs
Number of Cases Compensated by Province/Territory and Type of Benefit[1]
1985 and 1986

Province/Territory	1985[2]				1986[2,3]			
	Wage Compensation and Medical Expense[4]	Medical Expense Only	Death	Total	Wage Compensation and Medical Expense[4]	Medical Expense Only	Death	Total
Newfoundland	8,636	7,792	37	16,465	8,728	9,496	23	18,247
Prince Edward Island	1,794	1,671	3	3,468	1,927	1,691	1	3,619
Nova Scotia	11,763	15,877	16	27,656	11,799	17,715	19	29,533
New Brunswick[5]	11,274	11,362	16	22,652	10,997	12,628	17	23,642
Quebec	198,246	155,291	184	353,721	213,311	108,567	171	322,049
Ontario	188,461	207,104	199	395,764	203,241	210,375	208	413,824
Manitoba	22,595	15,610	30	38,235	23,557	17,327	35	40,919
Saskatchewan	16,687	20,725	25	37,437	16,592	20,413	29	37,034
Alberta	47,881	8,149	123	56,153	46,926	9,042	132	56,100
British Columbia	61,926	57,880	126	119,932	62,946	57,630	120	120,696
Yukon	242	796	2	1,040	318	1,101	1	1,420
Northwest Territories	1,279	2,130	10	3,419	961	2,220	5	3,186

1. Categories are mutually exclusive.
2. Figures represent the total number of claimants compensated for the first time during the 1985 and 1986 calendar years, with the exception of Quebec. Figures for this province represent claims compensated in 1985-86 and 1986-87.
3. Data are preliminary.
4. Figures are for all wage loss claims; no breakdown of temporary or permanent disability is available.
5. Figures represent claims adjudicated in the calendar year.

Table 6.4a
Provincial Workers' Compensation Programs
Benefit Expenditures
by Province/Territory and Type of Benefit[1]
1985[2]
($000's)

Province/Territory	Wage Loss Compensation	Pensions	Medical and Related	Funeral and Related	Total[3]
Newfoundland	14,251	8,923	8,729[5]	24	31,927
Prince Edward Island	1,603	1,771	1,199	2	4,575
Nova Scotia	31,129	15,248	9,549	28	55,955
New Brunswick	16,133	11,960	14,086	15	42,194
Quebec	417,909	272,496	119,214	218	809,837
Ontario	573,758	346,759	176,688	379	1,097,584
Manitoba	31,630	19,948	20,792[4]	--	72,370
Saskatchewan	37,837	26,570	19,022[4]	--	83,430
Alberta	116,335	106,450	45,210	--	267,995
British Columbia	113,075	96,668	57,422	564	267,729
Yukon	722	593	522	--	1,837
Northwest Territories	1,563	3,059	1,924	13	6,559

1. Claimants may receive more than one type of benefit.
2. Figures represent total expenditures on compensation in the 1985 calendar year, with the exception of Quebec. Data for this province represent compensation payments made with respect to 1985-86.
3. Totals may not add due to rounding.
4. Funeral expenses are included in this figure.
5. Rehabilitation payments are included in this figure.

Table 6.4b
Provincial Workers' Compensation Programs
Benefit Expenditures
by Province/Territory and Type of Benefit[1]
1986[2,3]
($000's)

Province/Territory	Wage Loss Compensation	Pensions	Medical and Related	Funeral and Related	Total[4]
Newfoundland	17,369	9,797[5]	10,343[6]	--	37,509
Prince Edward Island	2,047	1,624	1,332	2	5,005
Nova Scotia	34,579	16,120	9,918	33	60,651
New Brunswick	16,572	12,358	15,385	17	44,332
Quebec	496,533	305,932	139,685	304	942,454
Ontario	651,209	399,638	194,913	509	1,246,269
Manitoba	35,130	23,290	22,432	--	80,852
Saskatchewan	40,853	21,092	20,594[5]	--	82,539
Alberta	147,790	123,381	77,357	336	348,864
British Columbia	125,447	102,090	62,557	482	290,575
Yukon	762	481	397	--	1,640
Northwest Territories	1,531	3,333	2,051	12	6,927

1. Claimants may receive more than one type of benefit.
2. Figures represent total expenditures on compensation in the 1986 calendar year, with the exception of Quebec. Data for this province represent compensation payments made with respect to 1986-87.
3. Data are preliminary.
4. Totals may not add due to rounding.
5. Funeral expenses are included in this figure.
6. Rehabilitation payments are included in this figure.

Federal and Provincial Pension Plan Programs

There are currently one federal and two provincial pension plans in Canada: the Canada Pension Plan (CPP), the Quebec Pension Plan (QPP) and the Saskatchewan Pension Plan (SPP). The CPP and QPP were introduced in 1966 and are similar in terms of eligibility criteria, benefits and financing; thus, they have been described together in the following paragraphs. The Saskatchewan Pension Plan, established in 1986, is a voluntary retirement pension scheme which operates independently of C/QPP. It is described in the section which follows the C/QPP statistical tables.

Canada and Quebec Pension Plans

The Canada Pension Plan and Quebec Pension Plan (Régime de rentes du Québec), which were introduced in January 1966, are compulsory contributory social insurance plans which protect workers and their families against loss of income due to retirement, disability or death. The Canada Pension Plan (CPP) operates in all regions of Canada except Quebec, which has exercised its constitutional prerogative to establish a comparable provincial pension plan in lieu of the CPP. Both plans provide retirement, disability and survivors' pensions, certain children's benefits, and death benefits.

The Department of National Health and Welfare is responsible for the administration of all parts of the Canada Pension Plan Act except Part I, which concerns coverage and contributions. Part I comes under the jurisdiction of Revenue Canada, Taxation. The Quebec Pension Plan Act (Loi sur le régime de rentes du Québec) is administered by the Quebec Pension Board (Régie des rentes du Québec), while contributions and contributory status are the responsibility of the Quebec Ministry of Revenue (Ministère du Revenu du Québec).

There is reciprocity between the two plans to ensure coverage for all adult Canadians in the labour force. "Dual contributors" who have at different times made contributions to each of the plans should apply for benefits to the plan in effect in their usual place of residence at the time of application. In the case of survivors' benefits, the contributor's place of residence at the time of death determines which plan will pay the benefits. Each of the plans pays its respective share, the total being combined in one cheque payable to the dual contributor.

Eligibility

General

In order for individuals or their dependants to be eligible for benefits, they must have contributed to the Canada or Quebec Pension Plan. The majority of working Canadians and their dependants are eligible since contribution to one of the plans is compulsory for most employed and self-employed Canadians between the ages of 18 and 65. Persons over age 65 who are still in the labour force have the option of contributing until age 70. Persons already receiving C/QPP disability or retirement benefits or those with earnings below a certain minimum, which is known as the Year's Basic Exemption ($2,600 in 1988), do not contribute. All benefits under C/QPP are payable regardless of where the beneficiary lives, whether in Canada or abroad.

Spouses working in small, unincorporated businesses such as family farms, fishing operations and neighbourhood stores are eligible to contribute to the C/QPP because their salaries may be deducted from the gross income of the business. The portion of the spouse's salary which exceeds the Year's Basic Exemption is considered as pensionable earnings for the purposes of C/QPP.

Eligibility for benefits depends upon contributions made during the "contributory period". The C/QPP contributory period is the period starting from the inception of the plans in January 1966 or when the beneficiary turned 18 years of age, whichever is later, and ending when the beneficiary stops working or reaches 70 years of age.

The amount to be contributed to C/QPP by eligible workers is determined using the schedule of contribution rates established through the relevant legislation. In January 1987 under the CPP, a schedule was determined which specifies gradually increasing contribution rates from 1987 to 2011. These rates are to be reviewed every five years by federal and provincial ministers of finance. The QPP contribution rates have been set for the years 1987 to 1991; they are identical to the CPP rates for those years.

For 1988, employee contributions to CPP or QPP are made at a rate of 2.0% of contributory earnings, these being earnings falling between the Year's Basic Exemption (YBE) of $2,600 and the Year's Maximum Pensionable Earnings (YMPE) of $26,500. Maximum contributory earnings for 1988 are $23,900. Persons earning incomes at or above the YMPE pay the maximum premium. Employers match the employees' contributions while self-employed persons contribute the total 4.0% themselves, based on the same earnings range. In the case of spouses working in small unincorporated businesses, the employer-spouse must pay the employer's share of the contribution. In 1988, the maximum annual contribution for an employee and employer is $478 each. The maximum contribution for the self-employed is $956. These contributions are deductible for income tax purposes.

The YMPE is increased annually with any changes in Statistics Canada's Industrial Aggregate (which represents the average annual earnings of Canadian workers). These increases affect both the Year's Basic Exemption (10% of the YMPE) and the amount of maximum contributory earnings.

Table 7.1 outlines maximum contribution and earnings levels for 1987 and 1988.

International Social Security Agreements

Reciprocal International Social Security Agreements with other countries are designed to avoid duplication of coverage, ensure that no one is left without coverage and to allow eligible persons to contribute to the plan of one country or another. Persons residing in Canada may add the credits earned under the social security system of a reciprocating country to their Canadian credits when establishing eligibility for C/QPP disability, survivors' or death benefits; the reverse is also true with respect to a former Canadian resident living in a reciprocating country. Where this totalization provision of the agreements is used to determine eligibility for benefits, the amount of benefit paid by each of the two countries is in proportion to the actual credited periods earned under its legislation. The C/QPP retirement pension does not fall within the scope of the agreements since it is payable if a person has made one valid contribution to CPP or one year of contributions to QPP.

As of January 1988, reciprocal International Social Security Agreements are in force between the Canadian federal government and Italy, France, Portugal, Greece, Jamaica, the United States, Barbados, Denmark, Sweden, Belgium, Norway, Austria, Saint Lucia and Spain. In addition, agreements have been signed with the Federal Republic of Germany, Luxemburg, Finland and the Netherlands and will take effect when ratified by Canada and the other countries. Quebec has agreements in force with Italy, France, Portugal, Greece, the United States, Barbados, Denmark and Saint Lucia.

Financial Eligibility

Eligibility for C/QPP benefits is not based on income or assets but rather on contributions which have been made to one, or both, of the plans.

Benefits

Upon application, the Canada and Quebec Pension Plans provide the following types of taxable monthly benefits: retirement pension; disability pension; surviving spouse's pension; disabled contributor's child's benefit; and orphan's benefit. A non-taxable lump sum death benefit is also available. With the exception of the death benefit, retroactive payments may be made upon application on behalf of persons who were otherwise eligible for a benefit but who died without applying.

Benefit levels payable for retirement, survivor's, disability and death benefits are calculated on the basis of the contributors' average adjusted pensionable career earnings received during the contributory period (see "Retirement Pension"). Orphan's and disabled contributor's child's benefits consist of fixed monthly amounts. Maximum benefit amounts are adjusted annually to reflect increases in the Consumer Price Index for the 24-month period ending October 31 of the preceding year. QPP orphan's and disabled contributor's child's benefits, however, have been equal to a flat rate of $29 per month since January 1, 1974. See Table 7.2 for 1987 and 1988 benefit levels, by benefit type. Appendix C shows rates for the period from 1985 to 1988.

When calculating benefits for a beneficiary having a contributory period of at least 10 years, there are provisions which allow a person to drop from the contributory period months of low or zero earnings totalling up to 15% of the total period. This drop-out provision, however, cannot serve to reduce the contributory period to less than 10 years. Should an

individual choose to defer application for a retirement pension beyond age 65, months of pensionable earnings after age 65 may be substituted for months of low or no pensionable earnings prior to age 65. Any month during which a disability pension was payable is excluded from the contributory period.

A special child-rearing drop-out provision allows for the exclusion from the benefit calculation of any months of low or zero earnings which occurred after January 1, 1966, because a person was caring for a child under age seven. The contributor must also have been in receipt of Family Allowance benefits in respect of the child. Under the CPP, this provision is in effect for calculation of any benefits which become payable after January 1, 1978; the QPP child-rearing drop-out clause has been in effect since January 1, 1977.

Retirement Pension

A retirement pension may become payable to a person between the age of 60 and 70 who contributed at least once to the CPP or for a minimum of one year in the case of QPP. For a CPP retirement pension to be paid prior to age 65, the contributor must have wholly or substantially stopped working; that is, the contributor's gross annual earnings must be less than the maximum annual CPP retirement pension payable at age 65. Under the QPP, an applicant aged 60 to 64 years must have completely ceased working. There is no requirement for cessation of pensionable employment to qualify for a retirement pension under C/QPP after a contributor has reached 65 years of age.

The amount of the monthly pension depends on the age of the contributor when the pension begins. It is calculated based on a 0.5% reduction for each month prior to age 65 and increased by 0.5% for each month after age 65, until the age of 70. Once the amount of the benefit has been calculated, the pension remains the same except for annual indexation.

The amount of the annual retirement pension is equal to 25% of average adjusted pensionable career earnings received during the contributory period. Pensionable career earnings are those earnings received, for each eligible year worked, which are less than or equal to the relevant Year's Maximum Pensionable Earnings. Adjustment of these earnings involves expressing all actual earnings in terms of the average YMPE for the year in which the contributor retires and the two previous years. The maximum retirement pension is equal to 25% of this average; it is payable to a person whose contributory period is at least 10 years and whose pensionable earnings each year are at least equal to the YMPE.

A CPP retirement pension may be cancelled within six months if so requested by the beneficiary, provided all benefits are refunded and contributions are paid on any pensionable earnings accumulated during the period. Only persons over age 70 may receive retroactive payments (for a maximum of 12 months) for CPP, but not for any month prior to their 70th birthday. Application for the QPP retirement pension can be made up to 12 months prior to the date that the first benefit is payable, regardless of the pensioner's age.

Disability Pension

Both CPP and QPP provide a disability pension to a person who has a severe and prolonged mental or physical disability and who meets minimum contributory requirements (discussed below). Disability benefits consist of a flat-rate portion plus an earnings-related portion equal to 75% of the imputed retirement pension.

Under the CPP, persons are eligible if they are incapable of regularly pursuing any substantially gainful employment, due to a disability which is likely to be of long or indefinite duration or is likely to result in death. Additionally, contributions to CPP must have been made during two of the last three or five of the last 10 calendar years. The contributory period is deemed to end in the month that the disability is determined to have begun. A Disability Determination Board is responsible for assessing each application for CPP disability benefits.

The QPP stipulates that contributors are eligible if unable to perform their usual occupation due to a disability which is likely to be of long or indefinite duration or is likely to result in death. Contributions must have been made during two of the last three or five of the last 10 calendar years; additionally, contributions must have been made for one-third of the contributory period. However, persons over age 60 need only to have contributed for one-third of the contributory period; it is not necessary to have contributed for five of the last 10 years. As with CPP, the contributory period is deemed to end in the month that the disability is determined to have begun. Applicants for the QPP benefits must satisfy the Quebec Pension Board that they are eligible.

Beneficiaries under either plan may be required to provide additional supporting documentation.

Since the Unemployment Insurance program provides sickness benefits for a maximum of 15 weeks, C/QPP disability benefits commence with the fourth month following the disability and continue until the beneficiary ceases to be disabled, reaches age 65 (at which time the C/QPP retirement pension is payable), or reaches age 60 and applies for a retirement pension.

The QPP disability pension is also terminated if the beneficiary obtains paid employment for more

than three months at a wage of more than $600 per month. In some jurisdictions, Workers' Compensation benefits may be reduced by the amount of C/QPP disability benefit received by an eligible worker (see Chapter 6). Retroactive disability payments under CPP may be made for up to 12 months starting from the month that the person was deemed disabled, or for up to eight months in the case of QPP.

Surviving Spouse's Pension

C/QPP benefits may be payable to the surviving legal spouse of a deceased contributor or to a person with whom the deceased contributor has cohabited for at least one year immediately prior to death. For both plans, contributions must have been made for a minimum qualifying period of three to 10 years, based on the length of the contributory period. Under QPP, payment to a common-law spouse is subject to further legislated conditions; the final discretion rests with the Quebec Pension Board. Retroactive benefits are payable for up to 12 months under both CPP and QPP.

Under CPP and QPP, a benefit, consisting of a flat-rate portion plus 37.5% of the contributor's actual or imputed retirement pension, is payable to a surviving spouse aged 45 to 64 years or to a surviving spouse under age 45 who is disabled or has dependent children. The pension ceases to be paid if the survivor ceases to be disabled or to care for dependent children.

There is a prorated reduction in the surviving spouse's pension when the surviving spouse is between the ages of 35 and 45, is not disabled and has no dependent children. The reduction is 1/120 for each month that the surviving spouse's age, when widowed, is less than 45 years. Spouses who are under age 35 when widowed, and are neither disabled nor caring for dependent children, are not eligible for a surviving spouse's pension before reaching age 65, unless they subsequently become disabled. The QPP does not provide for this pension to become payable automatically at age 65.

Under both CPP and QPP, a surviving spouse over age 65 receives a benefit equal to 60% of the contributor's actual or imputed retirement pension calculated at the time of the contributor's death.

Since January 1987, the CPP survivor's pension continues to be payable on remarriage; benefits are reinstated, upon application, for persons who remarried prior to this provision coming into effect. However, no retroactive payments are paid for anytime prior to January 1987.

Since January 1984, recipients of a QPP surviving spouse's pension continue to receive their pension if they remarry. Persons who lost their surviving spouse's pension when they remarried may have it reinstated upon application. In the case of remarriage of a surviving spouse and effective retroactively to January 1984, adoption of a dependent child of a contributor by the new spouse will not cause the QPP surviving spouse's pension to be reduced or terminated.

Combined Pension

There are two types of combined pensions which may be available under both CPP and QPP. The first type consists of a surviving spouse's pension plus a disability pension; this benefit is payable to a widowed contributor who is otherwise eligible for a disability pension. The second type of combined pension, payable to a widowed contributor eligible for a retirement benefit, consists of a surviving spouse's pension plus a retirement pension.

A CPP combined disability/survivor pension equals the sum of:

i) the larger of the disability or survivor flat-rate benefits; and
ii) the sum of the earnings-related portions of both benefits, up to the maximum retirement benefit rate.

Survivors entitled to a CPP combined survivor/retirement pension may apply for the combined benefit as early as age 60. Persons aged 60 to 64 receive the lesser of:

i) the survivor flat-rate and earnings-related benefits, plus their retirement pension; or
ii) the maximum retirement pension plus the survivor pension flat-rate amount.

Persons who are 65 or over receive the lesser of:

i) their retirement pension plus 60% of the deceased contributor's retirement pension; or
ii) the maximum retirement pension.

The retirement pension portion is then adjusted actuarially to take into account early or late commencement date.

The QPP provides similar combined benefits.

Disabled Contributor's Child's Benefit and Orphan's Benefit

Under C/QPP, the disabled contributor's child's benefit and the orphan's benefit both consist of fixed monthly amounts payable on behalf of the dependent child of a beneficiary of a disability pension and a surviving spouse's pension, respectively. The benefits are paid with respect to a child up to the age of 18, or up to the age of 25 in the case of a full-time student. A maximum of two benefits will be paid on behalf of a child whose contributor parents have died or become disabled. Retroactive orphan's benefits are payable for up to 12 months; retroactive disabled contributor's child's benefits are payable for up to eight months.

Benefits are suspended upon interruption of school attendance and reinstated when attendance resumes.

An orphan who is adopted after the contributor-parent's death continues to receive the CPP benefit. A child adopted before the contributor-parent's death continues to receive the benefit if the deceased contributor, immediately prior to death, was maintaining the child. The disabled contributor's child's benefit terminates when the disability pension ceases to be payable to the contributor. CPP children's benefits are payable regardless of their marital status. Under the QPP, orphan's and disabled contributor's child's benefits cease if the child marries.

Death Benefit

Under both CPP and QPP, a death benefit is payable to the estate of a contributor who has made contributions for at least the minimum qualifying period (three to 10 years, depending on the length of the contributory period). The benefit consists of a lump sum payment equal to six times the monthly retirement pension, up to a maximum of 10% of the Year's Maximum Pensionable Earnings (i.e., $2,650 in 1988) for the year of death. There is no time limit regarding application for the CPP death benefit; however, application for the QPP benefit must be made within five years of the death of the contributor.

Division of Pension Credits

Both the Canada and Quebec Pension Plans contain provisions for the equal division of pension credits between spouses in the event of marriage breakdown. "Pension credits" are based on pensionable earnings; that is, those earnings received, for each year worked, which are less than or equal to the Year's Maximum Pensionable Earnings level.

Under the Canada Pension Plan, provisions for credit splitting have existed since 1978; however, they were substantially revised and expanded as of January 1987. In the case of divorce after January 1, 1987, pension credits earned during cohabitation will be divided equally between spouses upon submission of the necessary information to the Minister of National Health and Welfare. The former spouses must have cohabited for at least one year. For divorces prior to January 1, 1987, application is required within three years of the divorce having been finalized; spouses are required to have lived together for 36 consecutive months. In all cases, credit splitting will be disallowed when detrimental to both parties or when a prior spousal agreement, permitted under provincial law, expressly forbids such a split. Currently, no province has such a law.

Since January 1987, credit splitting may also occur in cases of separations (i.e., where both spouses are intentionally living apart) which have lasted at least 12 consecutive months and take place after January 1, 1987. While no time limit exists for application by legal spouses, common-law spouses must apply within three years following the first year of separation.

In cases of separated or divorced couples where one spouse dies, the surviving spouse must apply for a division of credits within three years. Should a common-law spouse die during the initial year of separation, application may be made within four years following the separation date.

Also since January 1987, where a division of credits occurs and a disability pension is being paid (or is to be paid), a special formula will be applied to any potential reduction in disability benefits caused by the split. This provision was introduced to ensure that disability benefits will not be unduly affected by a split of credits.

Credit splitting is also allowed under the Quebec Pension Plan. Marriage dissolution (i.e., divorce or legal annulment) must have occurred on or after January 1, 1977. Spouses must have cohabited for at least three years; division of credits is done on application by one of the former spouses. There are currently no credit-splitting provisions for separation of legal or common-law spouses.

Assignment of Pensions

On retirement, either spouse in a marriage or common-law union may apply to share the CPP retirement pension(s) earned during their union. Both spouses must be at least 60 years of age and must have applied for any CPP retirement benefits to which they are entitled. The assignment of pensions may be precluded by a spousal agreement permitted under provincial law.

The Quebec Pension Plan does not provide for the assignment of pensions.

Financing

The Canada and Quebec Pension Plans are funded through employer and employee contributions, plus interest earned on the investment of funds which are in excess of benefit and administrative expenses. Through the Canada Pension Plan Investment Fund, these excess funds are made available to the provinces for investment under a formula based on the ratio of a province's contribution to total contributions to the plan. The Quebec Deposit and Investment Fund (Caisse de dépôt et de placement du Québec) manages the excess QPP funds.

Table 7.1
Canada and Quebec Pension Plans
Maximum Contributions and
Earnings Levels
1987 and 1988

	1987	1988
Maximum Annual Contribution		
Employee[1]	$444.60	$478.00
Employer[1]	444.60	478.00
Self-employed[2]	889.20	956.00
Year's Basic Exemption (YBE)	2,500.00	2,600.00
Year's Maximum Pensionable Earnings (YMPE)	25,900.00	26,500.00
Maximum Contributory Earnings (MCE)[3]	23,400.00	23,900.00

1. 1.9% of maximum contributory earnings in 1987, 2.0% in 1988.
2. 3.8% of maximum contributory earnings in 1987, 4.0% in 1988.
3. Equal to the difference between the YMPE and YBE.

Table 7.2
Canada and Quebec Pension Plans
Maximum Monthly Benefits by
Type of Benefit
1987 and 1988

Type of Benefit	1987		1988	
	Canada Pension Plan	Quebec Pension Plan	Canada Pension Plan	Quebec Pension Plan
Retirement Pension (Earnings-related)				
60 years	$365.06	$365.06	$380.14	$380.14
65 years	521.52	521.52	543.06	543.06
70 years	677.98	677.98	705.98	705.98
Disability Pension	634.09	634.09	660.94	660.94
Flat-rate portion	(242.95)	(242.95)	(253.64)	(253.64)
Earnings-related portion	(391.14)	(391.14)	(407.30)	(407.30)
Surviving Spouse's Pension				
65 and over (Earnings-related)	312.91	312.91	325.84[1]	325.84[1]
55-64 years	290.36	506.39	302.61[1]	528.15
Flat-rate portion	(94.79)	(310.82)	(98.96)	(324.50)
Earnings-related portion	(195.57)	(195.57)	(203.65)[1]	(203.65)
Under 55 years	290.36	438.52	302.61[1]	457.29
Flat-rate portion	(94.79)	(242.95)	(98.96)	(253.64)
Earnings-related portion	(195.57)	(195.57)	(203.65)[1]	(203.65)
Combined Pension				
Retirement (65 years)/Surviving Spouse's Pension	521.52	521.52	543.06	543.06
Disability/Surviving Spouse's Pension	764.47	764.47	796.70	796.70
Disabled Contributor's Child's Benefit (Flat-rate)	94.79	29.00	98.96	29.00
Orphan's Benefit (Flat-rate)	94.79	29.00	98.96	29.00
Death Benefit (Lump sum)	2,590.00	2,590.00	2,650.00	2,650.00

1. Maximum benefits are slightly higher (because of the benefit calculation method) for those cases where the contributor died in December 1987 and the surviving spouse's pension began in January 1988.

Table 7.3
Canada and Quebec Pension Plans
Number of Beneficiaries[1] by
Province/Territory and Type
of Benefit
March 1987

Province/Territory	Retirement Pension	Disability Benefits		Survivor Benefits		Total[2]	Death Benefit[3]
		Disability Pension	Child's Benefit	Surviving Spouse's Pension	Orphan's Benefit		
Newfoundland	24,538	4,515	3,072	10,028	3,904	44,676	1,286
Prince Edward Island	8,993	875	307	3,042	877	13,253	483
Nova Scotia	59,934	12,113	5,634	22,823	5,811	101,032	2,983
New Brunswick	47,060	6,674	2,956	17,020	4,246	73,417	2,427
Quebec							
Canada Pension Plan	4,781	762	233	2,443	908	8,821	263
Quebec Pension Plan[4]	442,750	42,392	11,493	169,688	36,078	666,847	22,356
Ontario	657,517	80,530	23,805	229,533	41,144	961,581	32,081
Manitoba	87,390	6,488	1,460	27,308	4,951	118,575	3,882
Saskatchewan	79,692	4,935	1,556	24,615	4,861	108,769	3,501
Alberta	125,206	10,993	2,975	41,319	10,160	178,452	6,494
British Columbia	230,185	20,260	4,834	64,850	12,010	311,791	9,354
Yukon	552	68	26	281	147	1,022	60
Northwest Territories	386	44	47	304	406	1,168	84
Outside Canada	11,521	1,449	713	4,618	1,667	19,341	273
Total							
Canada Pension Plan	1,337,755	149,706	47,618	448,184	91,092	1,941,898	63,171
Canada and Quebec Pension Plans	1,780,505	192,098	59,111	617,872	127,170	2,608,745	85,527

1. Does not include persons paid under International Social Security Agreements.
2. Persons receiving combined pensions (surviving spouse's plus retirement or disability benefits) are counted only once as beneficiaries. The number of beneficiaries of death benefits is excluded from the total.
3. Total number of beneficiaries for 1986-87.
4. QPP figures include beneficiaries in all provinces as well as outside Canada.

Table 7.4
Canada and Quebec Pension Plans
Number of Beneficiaries by Age Group, Sex and Type of Benefit
March 1987

Type of Benefit/Age	Canada Pension Plan			Quebec Pension Plan		
	Males	Females	Total	Males	Females	Total
Disability Pension						
Under 30	904	421	1,325	182	99	281
30-39	6,193	2,648	8,841	1,206	802	2,008
40-49	13,078	4,738	17,816	3,112	1,467	4,579
50-59	38,641	15,843	54,484	10,410	3,730	14,140
60-64	47,231	20,009	67,240	17,008	4,376	21,384
Total	106,047	43,659	149,706	31,918	10,474	42,392
Retirement Pension						
60-64	49,912	44,937	94,849	41,115	36,018	77,133
65-69	302,258	201,231	503,489	97,964	55,859	153,823
70-74	229,677	140,179	369,856	70,978	38,084	109,062
75-79	144,821	82,091	226,912	43,499	21,759	65,258
80+	94,351	48,298	142,649	25,510	11,964	37,474
Total	821,019	516,736	1,337,755	279,066	163,684	442,750
Surviving Spouse's Pension						
Under 30	84	2,015	2,099	36	622	658
30-34	282	4,139	4,421	194	1,552	1,746
35-39	707	7,381	8,088	523	3,118	3,641
40-44	1,150	11,381	12,531	815	5,128	5,943
45-49	1,652	16,321	17,973	851	7,207	8,058
50-54	2,542	25,419	27,961	1,083	10,826	11,909
55-59	4,186	41,187	45,373	1,440	17,755	19,195
60-64	5,690	62,477	68,167	1,644	25,135	26,779
65-69	6,319	74,779	81,098	1,322	28,731	30,053
70-74	6,049	76,627	82,676	1,220	27,536	28,756
75-79	4,516	56,869	61,385	1,012	20,267	21,279
80+	3,370	33,042	36,412	671	11,000	11,671
Total	36,547	411,637	448,184	10,811	158,877	169,688

Table 7.5
Canada and Quebec Pension Plans
Benefit Expenditures[1] by Province/
Territory and Type of Benefit
1986-87
($000's)

Province/Territory	Retirement Pension	Disability Benefits		Survivors' Benefits		Death Benefit	Total[2,3]
		Disability Pension	Child's Benefit	Surviving Spouse's Pension	Orphan's Benefit		
Newfoundland	62,671	22,144	4,476	19,578	4,925	2,108	115,903
Prince Edward Island	20,582	4,081	449	5,080	1,092	678	31,962
Nova Scotia	165,110	56,723	7,960	44,488	7,337	5,073	286,690
New Brunswick	120,841	32,390	4,247	31,903	5,298	4,003	198,681
Quebec							
Canada Pension Plan	13,206	3,743	341	5,336	1,156	478	24,260
Quebec Pension Plan[4]	1,280,208	275,539	5,256	515,694	13,914	42,049	2,132,660
Ontario	1,933,455	416,920	36,430	458,453	53,288	59,621	2,958,167
Manitoba	231,600	33,164	2,268	51,322	6,250	6,672	331,276
Saskatchewan	209,302	25,524	2,368	44,012	6,181	5,668	293,054
Alberta	342,934	58,520	4,606	78,535	12,921	11,310	508,825
British Columbia	648,157	108,840	7,300	126,880	15,398	17,013	923,588
Yukon	1,741	367	36	564	201	93	3,002
Northwest Territories	1,122	255	70	647	586	119	2,799
Outside Canada	23,245	6,781	1,048	9,355	2,248	433	43,109
Total[3]							
Canada Pension Plan	3,773,964	769,452	71,598	876,151	116,881	113,269	5,721,315
Canada and Quebec Pension Plans	5,054,172	1,044,991	76,854	1,391,845	130,795	155,318	7,853,975

1. Does not include payments made under International Social Security Agreements.
2. Total benefit expenditures include all combined pension payments (surviving spouse's pension and a disability or retirement pension); actual amounts have been included in the appropriate columns.
3. Totals may not add due to rounding.
4. QPP figures include benefit expenditures in all provinces as well as outside Canada.

Saskatchewan Pension Plan

The Saskatchewan Pension Plan (SPP) is a voluntary money purchase scheme. It was established in August 1986 to give Saskatchewan residents a greater opportunity to provide for their own security in retirement. The plan is administered by an independent Board of Trustees and financed through member contributions and by the provincial government in the form of matching contributions which are available to low-income members. It is designed for those who are not adequately covered by a private pension plan. It may be used to create a retirement pension for persons who do not belong to a plan, or it may supplement a member's existing pension. The plan is administered under the Saskatchewan Pension Plan Act (1986) and Regulations.

Eligibility

Provincial residents between the ages of 18 and 65 who hold a valid health services card and who are not receiving retirement benefits from the Saskatchewan Pension Plan are eligible to contribute to the plan.

Financial Eligibility

Eligibility for SPP benefits is not based on income or assets, but rather on contributions which have been made to the plan. However, low-income contributors do receive matching contributions from the provincial government to a maximum of $300 per year. The size of this matching contribution is determined by the contributor's income for the previous year. For 1988, a contributor whose 1987 annual income is less than $10,110 qualifies for the maximum government contribution - a dollar-for-dollar match of any amount up to $300 per year. Matching contributions vary inversely with income and in 1988 diminish to zero when 1987 annual income reaches $23,400.

A basic exemption of $2,500 is applied to employment income and an additional $2,500 exemption is applied to income from all other sources. A chart provided to contributors shows various income levels and matching provincial contributions. The chart also indicates the amount persons may contribute, if desired, to bring the total of their contributions and, if applicable, government contributions to the annual maximum contribution level of $900.

The following chart shows 1988 contribution levels and government-matching grant levels:

Income for SPP Purposes[1]	Maximum Individual Matchable Contribution	Maximum Government Matching Contribution	Maximum Additional Unmatched Contribution	Total Contribution
$ 7,610	$300	$300	$300	$900
13,000	198	198	402	798
19,000	84	84	516	684
23,400	0	0	600	600

1. 1987 income minus exemptions as discussed in the paragraph preceding the table.

Benefits

The Saskatchewan Pension Plan provides a choice of three different annuities when a member retires: life annuity, refund life annuity, and joint and last survivor life annuity. A member can retire anytime between the ages of 55 and 70; however, there is a slight reduction in retirement benefits for those who elect to retire before age 65. A guaranteed minimum pension is provided to those who receive government-matching contributions during the first 10 years of the Plan. For every $300 in government-matching contributions received, members are guaranteed a monthly pension of $15 if they retire at age 65 (this is reduced by $1 for every year retirement is earlier than age 65) provided that they would not receive a larger life annuity from their account balance. This feature of the plan was designed to guarantee a pension to those low-income earners retiring during the early years of the plan. As well, a member is eligible to receive approximately $1 in monthly pension benefits for every $100 in optional contributions made above his or her government-matched contribution.

Annual earnings for a member's account are not taxable. However, all Saskatchewan Pension Plan retirement benefits become taxable when received and are not eligible as pension income under the federal pension credit (see Appendix E).

Financing

The Plan is financed by members' voluntary contributions and, in some cases, government contributions, to a "money accumulation pension fund". Monies in the fund are invested in securities as specified in the Act and interest earnings are credited to members' accounts annually. Contributions may be made at any time during the calendar year and for up to 60 days after year-end. The maximum annual contribution is $900; this includes personal contributions and any government contributions for which the individual qualifies.

Contributions to the Saskatchewan Pension Plan are tax deductible, within RRSP limits, by the person in whose name the contribution is made.

Contributors:	as of March 1, 1987:	31,000
Beneficiaries:	December 31, 1987:	979
Benefit Expenditures:	1987 calendar year:	$160,000

Unemployment Insurance

The main objective of the federal Unemployment Insurance (UI) Program, which was initially established in 1940 and substantially revised by the 1971 Unemployment Insurance Act, is to provide income protection for workers suffering temporary employment income interruptions. Eligible workers may receive the following types of benefits: regular unemployment; sickness; maternity; adoption; and retirement benefits. Benefits are also payable to those attending approved training courses or participating in job creation projects or work-sharing agreements. Unemployment Insurance is administered by Employment and Immigration Canada (EIC), with Revenue Canada, Taxation being responsible for the collection of premiums, determination of insurable employment, and benefit repayment. Application for benefits is made at local Canada Employment Centres.

Quebec administers a supplementary plan whereby a woman who is eligible for UI maternity benefits in Quebec may receive the Quebec Maternity Allowance during the two-week UI benefit waiting period. Both the federal Unemployment Insurance and Quebec Maternity Allowance are discussed in this chapter.

Federal Program

Unemployment Insurance

Eligibility

General

About 95% of all workers in Canada are employed in "insurable employment", and are therefore eligible for Unemployment Insurance. Canadian workers employed by a Canadian firm in an out-of-country project are also covered by the program.

To be eligible, workers in insurable employment, as well as their employers, must make premium contributions to the UI Account. Those employed for less than 15 hours and earning less than $113 per week in 1988 (20% of maximum weekly insurable earnings - see "Financing") are not considered to be in insurable employment and, thus, are not covered by the UI Program. The self-employed (except fishermen who are covered by special arrangements) and workers over age 65 are also unable to insure their earnings.

Qualifying Period

In order to qualify for UI benefits, a claimant must have suffered an interruption of earnings from employment and have worked for a specified number of weeks in insurable employment. This number of weeks of insurable employment must be earned during a "qualifying period". This period consists of the 52 weeks immediately prior to the application for the claim, or the period since the start of a claimant's previous UI claim, whichever is more recent. A claim begins the week the interruption of earnings occurs, or, if the claim is not filed before the end of the week following the week of interruption, the week the application is made. The qualifying period may be extended to a maximum of 104 weeks if the claimant could not work because of sickness, pregnancy, adoption, incarceration, or attendance at an approved training course, or was in receipt of Workers' Compensation for temporary total disability (see Chapter 6). The claimant must not have been in receipt of UI benefits during the weeks not worked. Where the qualifying period is extended, the extension equals the number of weeks during which any of the above conditions existed or were deemed to have existed.

Eligibility for Regular Benefits

Regular benefits are payable to persons who have lost their employment. To be eligible, claimants must fulfill the following requirements: they must be ready and able to work; looking for a job; willing to accept suitable employment; and have worked a specified number of weeks.

Most potential claimants are required to have worked in insurable employment for at least 10 to 14 weeks in the qualifying period. The number of weeks required depends on the unemployment rate in the UI economic region in which the claimant resides, as shown in the table below. This "variable entrance requirement" (i.e., based on regional unemployment rates) was implemented in December 1977 and, as of January 1988, has been extended until January 1989.

Regional Rate of Unemployment	Weeks of Insurable Employment Required
over 9%	10
over 8% to 9%	11
over 7% to 8%	12
over 6% to 7%	13
6% and under	14

Some people must work longer than 10 to 14 weeks to be eligible for regular benefits. Claimants who have collected benefits in the last year and who file another claim (repeaters) may have to work up to six weeks longer than the variable entrance requirement would stipulate, to a maximum of 20 weeks. The number of additional weeks depends on how many weeks of UI they received on their first claim. This provision does not affect persons living in a region where the unemployment rate is over 11.5%. Persons who have been working in their first job (new entrants into the labour force) or those who have returned to work after an absence of a year or more (re-entrants) must have worked 20 weeks in the last year, regardless of their place of residence.

Self-employed commercial fishermen who fish seasonally or year-round and who are unable to qualify for regular UI benefits may qualify for fishing benefits. Fishing benefits are subject to special rules regarding qualifying periods, determination of insured weeks, benefit periods, etc.

Eligibility for Special Benefits

UI pays special benefits to persons who stop working because of sickness, injury, pregnancy and birth of a child, or adoption of a child, and to workers who turn 65. Generally, a worker must have 20 weeks of insurable earnings in order to be entitled to these benefits. However, persons who are in receipt of initial benefits (see "Benefit Period") may be entitled to sickness benefits in spite of the fact that they have less than 20 weeks of insurable employment in their qualifying period.

Women not otherwise entitled to maternity benefits may be entitled to either regular or sickness benefits for the period surrounding childbirth if certain conditions are met.

Financial Eligibility

UI benefits are payable only when a person suffers an interruption of employment earnings. However, under the allowable earnings rule, UI claimants can earn up to 25% of their weekly benefit rate through part-time or temporary employment without a reduction in regular benefits. Any additional amounts earned are deducted from benefits. All employment-related earnings received while on sickness, maternity or adoption benefits are deducted from benefits dollar for dollar. Employment earnings received during the two-week waiting period which precedes benefit payment (see "Benefit Period") are deducted from the first three weeks of benefits payable. The definition of earnings for UI purposes includes benefits paid under:

i) a group sickness or disability wage-loss indemnity plan;
ii) a paid sick, maternity or adoption plan;
iii) workers' compensation for temporary partial disability; or
iv) pension income.

Monies received which are not considered as earnings for benefit purposes include disability pensions (including C/QPP), permanent workers' compensation benefits, relief grants, non-group sick plan payments, supplemental unemployment benefits (see "Other Benefits") and retroactive increases in wages.

In the case of claims from workers covered by collective agreements signed after December 31, 1984, the following are considered as earnings and may reduce or postpone benefits: bonuses, gratuities, severance pay, retirement benefits, vacation pay, retirement leave or accumulated sick leave credits or payments, wages in lieu of notice and other income received at the time of lay-off or separation from employment. These items are not considered as earnings for claims filed by workers covered by collective agreements signed before December 31, 1984, who file for UI benefits prior to March 26, 1988.

All separation payments occurring on or after April 5, 1987, are allocated to the period following the lay-off at a rate equal to the normal weekly salary. Thus, lump sums are apportioned to an appropriate number of weeks. Also, effective April 5, 1987, the qualifying and benefit periods are extended for claimants who are still unemployed after their separation benefits have been exhausted. For example, claimants who had received separation benefits for 26 weeks would have their qualifying benefit period extended by 26 weeks so that they remain fully entitled to Unemployment Insurance benefits.

Pension income has been considered as earnings since January 1986. However, since April 1987, and retroactive to January 1986, UI claimants do not have pension income deducted from their benefits if their claim is based on insurable weeks of work from subsequent employment. For example, if a worker left a job and became eligible for a pension, the worker's Unemployment Insurance benefits would be

reduced by the amount of that pension. If that worker subsequently found a job and was later laid off, the pension from the earlier employment would not be considered as earnings in calculating the amount of the UI benefit. This provision also applies retroactively to claimants who had filed for benefits prior to January 1986.

Certain earnings are deducted from benefits when the employment contract is not terminated. These include vacation pay issued for a specific vacation period, wages or salary paid pursuant to a court judgement or otherwise when the person is reinstated, and pay for statutory holidays.

Special allowances for travel or living away from home which are payable under the National Training Program are not deducted from a trainee's UI benefits, while employer top-ups or provincial trainee allowances are deducted.

Benefits

General

The UI benefits which may be payable to eligible workers include regular, sickness, maternity, adoption and retirement benefits as well as payments for those attending approved training courses or participating in job creation projects or work-sharing agreements. In addition to the cash benefits described in this section, the UI program provides claimants, through Canada Employment Centres, with counselling on job opportunities and on how to conduct successful job searches.

The UI benefit rate is 60% of the claimant's average weekly insurable earnings to a maximum weekly benefit of $339 in 1988 (60% of maximum weekly insurable earnings of $565). This rate does not strictly apply to job creation or work-sharing benefits (see "Other Benefits"). Average earnings are based on the last 20 weeks of insurable employment, or, for those people with less than 20 weeks of work, on all weeks worked in the qualifying period. The amount of the maximum weekly insurable earnings, from which the maximum weekly benefit rate is determined, is adjusted annually on the basis of an eight-year moving average of salaries and wages paid in Canada (see "Financing").

UI benefits are taxable. Furthermore, claimants whose net yearly income, including UI benefits, in 1988 is over $44,070 (1.5 times the annual maximum insurable earnings) must pay back up to 30% of UI benefits received in 1988 when their income tax return for that year is filed.

In certain cases, claimants may be financially in need and may apply for social assistance while waiting for their UI cheques. Provincial or municipal social assistance benefits may then be paid for a period (usually a few weeks) in respect of which UI benefits subsequently become payable. Where there is a special arrangement between EIC and the province or municipality, the amount of the social assistance may be deducted from later retroactive UI benefits and paid back to the relevant authority. The beneficiary must consent to this in writing prior to receiving social assistance.

Benefit Period

For most claimants, benefits are paid during a benefit period of up to 52 weeks, which includes an initial waiting period of two weeks. A claimant may receive a maximum of 50 weeks of benefits on one claim during this period. Benefit periods may be extended for persons participating in EIC-approved training programs, UI job creation programs and approved work-sharing programs. The 52-week benefit period may also be extended by the number of weeks of disentitlement, to a maximum of 104 weeks, if the reason for the disentitlement is incarceration, receipt of workers' compensation for temporary total disability or receipt of separation benefits. Claimants may be disentitled indefinitely for other reasons such as not looking for work, leaving the country or unduly restricting their availability for work (e.g., by strictly limiting wages, hours or the location of a job that they would accept). In these cases, benefit payment ceases until the person establishes proof of availability. As well, claimants are not entitled to benefits if they have lost their employment because of a labour dispute and they or any member of their grade or class are either participating in the dispute, directly interested in it or financing it. The disentitlement is lifted upon the termination of the stoppage of work or upon bona fide engagement in other employment.

Claimants may be disqualified from receiving benefits for up to six weeks for quitting jobs without just cause, being fired for misconduct, refusing suitable employment or dropping out of an EIC-sponsored course of instruction. If any of the above situations occurs at the time an initial claim for benefits is filed, the disqualification has the effect of extending the waiting period. In such cases, the number of weeks of benefits to which a person is entitled is reduced by the number of weeks of disqualification.

Regular Benefits

Unemployment Insurance benefits may be payable for up to 50 weeks in a 52-week benefit period (which includes the two-week waiting period). The length of the benefit period is based on the number of insurable weeks worked as well as the regional unemployment rate. The calculation of the number of

weeks of entitlement is broken down into three phases; however, once a benefit amount has been determined, the claimant receives that benefit for the duration of the claim.

For the purposes of calculating the duration of benefits, the first phase is based on the number of weeks of insurable employment. For every such week, the claimant is entitled to one week of benefits, to a maximum of 25 weeks.

Claimants who have worked for 27 or more weeks in insurable employment may have the first phase extended by virtue of their labour force attachment. This second phase of entitlement may be up to 13 weeks long; one week of benefits is paid for every two weeks of insurable employment. This phase ends when the number of benefit weeks to which a claimant is entitled has elapsed or 52 weeks have elapsed since the beginning of the claim.

After benefits have been exhausted in the first two periods, if the regional rate of unemployment exceeds 4.0%, regional extended benefits are available from two to 32 weeks, depending on the regional unemployment rate. A rate of 4.0% to 4.5% allows two extra weeks of benefits, while a rate over 11.5% allows 32 extra weeks. This period also ends when the number of weeks to which a person is entitled has elapsed or 52 weeks have elapsed since the beginning of the claim.

Although, theoretically, the total number of weeks of entitlement in all three periods may reach 70, the actual maximum number of weeks of benefits payable is 50 (except for Commission-approved training, job creation or work-sharing benefits). Furthermore, it is not necessary to be entitled to all weeks of initial or labour force attachment-related benefits in order to receive extended benefits based on the regional unemployment rate. For example, a claimant may receive 20 weeks of initial benefits and 30 weeks of regional extended benefits, or 25 weeks of initial benefits, 10 weeks of labour force extended benefits and 15 weeks of regional extended benefits.

Special Benefits

With respect to special benefits, claimants who can prove eligibility with a medical certificate may receive up to 15 weeks of sickness benefits, depending on the illness, and up to 15 weeks of maternity benefits. Maternity benefits are payable at any time during the initial benefit period of 25 weeks and may be payable as early as eight weeks before the expected birth and up to 17 weeks following the date that the baby comes home from the hospital. Prior to March 1987, the 17-week period was to have followed the actual or expected date of birth. This was amended in March 1988 and made retroactive to March 1987 to allow a mother separated from her baby due to the baby's hospitalization to take maternity benefits when the baby comes home from the hospital.

Also retroactive to March 1987, maternity benefits may be paid to fathers who, because of tragic circumstances, leave work to become the primary caregiver to a newborn infant. Thus, in cases where the mother dies or becomes incapacitated to the extent that she cannot care for the child and is not entitled to UI special benefits, the father would qualify for up to 15 weeks of special benefits. The term "father" includes the natural father or the man who stands in the position of father in the eyes of the community.

Adoption benefits are payable to either eligible parent wishing to stay home to care for a newly adopted child. Benefits are payable for a maximum of 15 weeks during the period starting no sooner than the week of actual placement of the child and ending no later than 17 weeks after the placement.

Since March 1987, the provision for special benefits in the case of the death or incapacity of the mother also applies to adoption benefits. In these cases, if the person who first applied for benefits dies, then the other person is eligible for up to 15 weeks of benefits if normal qualifying conditions are met. This provision was passed in March 1988 and made retroactive for one year.

A special severance or retirement benefit equal to three times the weekly payment that the claimant would receive on regular UI is payable in a lump sum to persons who have attained the age of 65 years while still working, whether or not they stop working. There is no two-week waiting period for this benefit. Application should be made at a Canada Employment Centre as soon as possible after a person turns 65.

Other Benefits

Benefits may also be payable to claimants undertaking approved training or participating in approved job creation projects or work-sharing agreements. A claimant who is eligible for regular UI benefits may be referred to an EIC-approved institutional training course or to a UI job creation project by an employment counsellor.

A UI beneficiary who participates in a training course receives the greater of regular UI benefits or a training allowance payable under the National Training Program. Through the National Training Program, a participant may receive an additional allowance to cover day care, travel or expenses for living away from home.

A beneficiary who voluntarily participates in a specified job creation project which is of value to the community, such as development of forestry resources, receives a supplement to the regular

weekly UI benefit. The maximum 1988 supplement is $60, which brings the total maximum weekly benefit to $399. The benefit period for persons participating in job creation projects starting on or after March 31, 1985, may be extended for up to three weeks beyond the termination of the project. The extension does not apply to persons reaching age 65 or to persons employed on projects established under the EIC Career Access Program.

Claimants of work-sharing benefits must be working for an employer who has a work-sharing agreement with EIC which has been set up to help avert temporary layoffs. Workers may agree to work 10% to 60% fewer hours per week, thus sharing the available work. Such employees, who have the necessary weeks of insurable employment to qualify for regular UI benefits, can receive a UI benefit of up to $67.80 a day (20% of the maximum weekly benefit of $339) for a maximum of three days a week not worked. There is no waiting period for these benefits, which are payable for 26 weeks; the employer may apply for an extension of 12 weeks.

In addition to the benefits provided under the UI program, many employers provide supplemental unemployment benefit plans. Under such plans, employers pay certain benefits to their employees when they are off work because of a layoff, illness or pregnancy. Benefits are paid in addition to the UI benefits which employees are eligible to collect, to keep income close to normal take-home pay for persons who are temporarily out of work.

Financing

The UI program is financed through employer and employee premiums, which are paid to the UI Account, and contributions from the federal government. Employers' and workers' premiums pay for the two periods of benefits, based on number of weeks of insurable employment and labour force attachment, paid to claimants receiving regular UI, sickness, maternity, adoption, special severance, work-sharing, training and job creation benefits, as well as for administration of the program. Through the Consolidated Revenue Fund, the federal government funds all fishing benefits in excess of premiums, the period of benefits which is based on regional unemployment rates, and the cost of extended benefits for those undertaking approved training or participating in UI job creation projects.

The UI premiums payable by employees and employers are based on the weekly insurable earnings of the employees. In order to determine the premium payable, the basic employee premium rate of $2.35 in 1988 is applied to every $100 of weekly insurable earnings up to the maximum weekly insurable earnings of $565 in 1988. The maximum weekly employee contribution is, therefore, $13.28 in 1988. The employer's contribution is 1.4 times the rate for employees and, thus, the maximum weekly employer contribution per employee is $18.59 in 1988.

The premium rate is set annually by Employment and Immigration Canada and is effective January 1. Maximum weekly insurable earnings are calculated as the product of maximum insurable earnings for 1975 ($185) and an eight-year moving average of employees' annual average earnings. This moving average of earnings is based on the average of annual wages and salaries paid by employers and reported on T4 slips under the Income Tax Act.

UI premiums are deducted from a worker's pay and are paid to the UI Account along with the employer's contribution on behalf of that worker. UI premiums are deductible for income tax purposes.

Nearly 32,000 employers are permitted to pay reduced UI premiums because they provide their employees with a UI-approved wage loss indemnity plan for illness and/or maternity. Because these plans pay workers when they are off work, these people may not have to collect UI or may collect UI for a shorter period.

Provincial Program

Quebec

Maternity Allowance (Allocation de maternité)

A salaried worker in Quebec who is eligible for maternity benefits under the Unemployment Insurance Act may apply for this taxable allowance to cover the two-week waiting period from the time the application for the UI claim is made until actual benefits commence. To be eligible, the worker must notify her employer at least three weeks prior to her departure on maternity leave, and she must provide the employer with a medical certificate confirming the pregnancy and the anticipated date of birth. The Maternity Allowance for 1988 is $240 for each pregnancy. This program began in 1979. It is administered by the Quebec Ministry of Manpower and Income Security (Ministère de la Main-d'oeuvre et de la Sécurité du revenu) under the Labour Standards Act (Loi sur les normes du travail).

Beneficiaries:	1986-87	36,303
Benefit Expenditures:	1986-87	$8,713,000

Table 8.1
Unemployment Insurance
Premium Rates, Benefits and Earnings
1987 and 1988

	1987	1988
Minimum Weekly Earnings for Insurable Employment	$106.00	$113.00
Maximum Weekly Insurable Earnings	$530.00	$565.00
Basic Weekly Premium[1]		
Employee	2.35	2.35
Employer	3.29	3.29
Maximum Weekly Contribution		
Employee	12.46	13.28
Employer	17.44	18.59
Maximum Annual Contribution		
Employee	647.92	690.56
Employer	906.88	966.68
Maximum Weekly Benefit[2]	318.00	339.00
Net Annual Income Level at Which UI Benefits Become Repayable	$41,340	$44,070

1. Per $100 weekly insurable earnings.

2. The maximum weekly benefit is equal to 60% of maximum weekly insurable earnings.

Table 8.2
Unemployment Insurance
Number of Beneficiaries by Province/ Territory and Type of Benefit[1]
March 1987

Province/Territory	Regular	Sickness	Maternity	Retire-ment	Fishing	Work-Sharing	Job Creation	Training[2]	Total[3]
Newfoundland	69,790	540	610	20	11,850	90	20	1,270	84,180
Prince Edward Island	14,750	130	170	--	2,390	20	30	340	17,830
Nova Scotia	57,690	1,090	1,140	70	5,990	80	40	1,130	67,220
New Brunswick	67,320	930	810	40	2,970	390	40	1,630	74,120
Quebec	343,880	7,120	10,260	340	2,520	1,280	300	7,500	373,180
Ontario	239,990	12,080	17,730	1,010	180	1,460	790	8,870	282,110
Manitoba	35,560	1,090	1,870	100	320	630	60	1,770	41,380
Saskatchewan	32,740	720	1,700	70	30	720	60	1,030	37,060
Alberta	96,170	1,890	4,670	140	20	2,130	180	3,210	108,410
British Columbia	144,240	3,260	4,190	230	4,530	600	460	3,890	161,390
Yukon	2,080	30	40	--	--	--	10	100	2,260
Northwest Territories	1,760	20	90	--	--	--	--	130	2,000
Outside Canada[4]	130	10	30	--	--	--	--	--	170
Total[3]	1,106,100	28,890	43,320	2,010	30,770	7,390	1,970	30,860	1,251,300

1. The number of beneficiaries includes all claimants who received benefits through the computer pay system for the reference week, a week usually containing the 15th day of the month. Excluded, in the main, are year-round fishermen and persons receiving adoption benefits.
2. Number of trainees on courses approved by Employment and Immigration Canada.
3. Totals may not add due to rounding.
4. Canadians and non-Canadians who have been employed by a Canadian firm outside Canada, including Americans covered through a reciprocal International Social Security Agreement.

Table 8.3
Unemployment Insurance
Number of Beneficiaries[1] by Province/ Territory as of End of Quarter
June 1986 to December 1987

Province/Territory	June 1986	Sept. 1986	Dec. 1986	March 1987	June 1987	Sept. 1987	Dec. 1987
Newfoundland	52,790	50,200	80,520	84,180	53,810	48,840	83,650
Prince Edward Island	8,730	8,400	15,640	17,830	8,260	7,830	16,030
Nova Scotia	45,220	39,970	56,100	67,220	42,350	38,200	55,020
New Brunswick	48,110	42,200	63,540	74,120	44,720	40,250	64,190
Quebec	301,270	280,890	342,960	373,180	269,060	257,320	333,370
Ontario	241,230	216,250	249,830	282,110	207,480	188,900	216,330
Manitoba	28,080	26,340	38,090	41,380	27,940	24,760	36,750
Saskatchewan	25,120	22,170	31,840	37,060	24,020	21,770	31,490
Alberta	97,770	90,100	102,820	108,410	85,640	71,220	80,370
British Columbia	133,890	123,020	158,950	161,390	131,150	118,660	144,940
Yukon	1,330	1,150	1,930	2,260	1,470	1,140	1,850
Northwest Territories	1,500	1,440	1,950	2,000	1,760	1,450	1,710
Outside Canada[2]	170	180	190	170	140	200	210
Total[3]	985,210	902,330	1,144,350	1,251,300	897,800	820,530	1,065,900

1. See footnote "1" on Table 8.2.
2. See footnote "4" on Table 8.2.
3. Totals may not add due to rounding.

Table 8.4
Unemployment Insurance
Number of Beneficiaries[1] by Age Group, Sex and Type of Benefit
March 1987

Age Group	Regular	Sickness	Maternity	Fishing	Work-Sharing	Job Creation	Training[2]	Total[3]
Males								
Under 20	33,650	350	--	1,290	130	100	1,620	37,150
20-24	146,380	1,550	--	3,550	830	480	8,830	161,620
25-34	236,380	2,740	--	7,780	2,120	580	8,430	258,030
35-44	125,350	2,240	--	6,540	1,100	210	2,220	137,670
45-54	78,970	2,380	--	4,550	660	90	520	87,160
55-64	60,600	3,190	--	3,340	380	60	110	67,670
65	--	--	--	--	--	--	--	1,350[4]
Total[3]	681,330	12,450	--	27,050	5,230	1,520	21,720	750,640
Females								
Under 20	17,220	310	800	90	40	10	660	19,130
20-24	83,700	1,570	9,100	400	320	150	2,790	98,040
25-34	148,720	4,080	30,270	1,250	750	170	3,490	188,730
35-44	89,790	4,410	3,130	1,120	530	90	1,690	100,750
45-54	54,720	3,510	20	620	350	20	460	59,680
55-64	30,620	2,570	--	240	180	10	60	33,680
65	--	--	--	--	--	--	--	660[4]
Total[3]	424,770	16,440	43,320	3,730	2,160	460	9,130	500,660

1. See footnote "1" on Table 8.2.
2. See footnote "2" on Table 8.2.
3. Totals may not add due to rounding.
4. Beneficiaries who received retirement benefits.

Table 8.5
Unemployment Insurance
Benefit Expenditures[1] by Province/ Territory and Type of Benefit
1986-87
($000's)

Province/Territory	Regular	Sickness	Maternity[2]	Retire-ment	Fishing	Work-Sharing	Job Creation	Training[3]	Total[4]
Newfoundland	529,706	4,359	7,167	175	76,617	261	5,286	9,228	632,799
Prince Edward Island	99,800	1,153	1,935	59	15,708	54	866	2,174	121,750
Nova Scotia	413,487	9,485	12,631	689	43,833	428	5,553	9,166	495,270
New Brunswick	504,253	7,769	9,295	461	19,901	757	4,341	9,592	556,370
Quebec	2,901,490	60,192	110,639	3,644	17,121	3,620	31,806	58,925	3,187,437
Ontario	2,035,768	103,311	199,492	11,245	1,063	5,169	22,137	71,062	2,449,248
Manitoba	279,787	9,806	19,664	1,058	2,650	1,501	1,970	12,573	329,010
Saskatchewan	253,153	6,197	17,864	705	149	1,731	1,755	6,754	288,308
Alberta	942,928	17,999	55,593	1,617	131	8,607	6,244	25,887	1,059,007
British Columbia	1,321,713	29,562	47,813	2,544	39,748	1,551	10,690	26,447	1,480,066
Yukon	17,394	180	639	8	4	4	88	746	19,064
Northwest Territories	16,654	284	1,332	9	15	--	7	931	19,232
Outside Canada[5]	1,686	18	404	3	0	--	--	--	2,111
Total	9,317,820	250,315	484,467	22,215	216,941	23,685	90,743	233,486	10,639,672

1. Represents total Unemployment Insurance disbursements to claimants, including retroactive adjustments.
2. Includes adoption benefits (total of $4,305,220).
3. Trainees on courses approved by Employment and Immigration Canada.
4. Totals may not add due to rounding.
5. Canadians and non-Canadians who have been employed by a Canadian firm outside Canada, including Americans covered through a reciprocal International Social Security Agreement.

War Veterans' Financial Benefit Programs

The Veterans Affairs Portfolio, which includes the Department of Veterans Affairs, the Canadian Pension Commission, the Veterans Appeal Board and the Bureau of Pensions Advocates, provides financial benefits and health services for eligible veterans and civilians. Benefits are also provided to widow(er)s, spouses, dependent children and orphans. The two direct financial assistance programs - the Veterans' and Civilians' Disability Pensions program and the War Veterans' and Civilian War Allowances program - are discussed in this chapter. Various other types of assistance (some of which are noted below) are also available to recipients of these benefits.

Recipients of a disability pension awarded under the Pension Act or the Civilian War Pensions and Allowances Act are entitled to treatment for their pensioned disabilities. Recipients of an allowance under the War Veterans Allowance Act or the Civilian War Pensions and Allowances Act are entitled to medical treatment and dental care. Treatment may include care which is not covered by provincial health insurance plans, the cost of prescriptions, and the provision of prosthetic devices. Residential care in hospitals and homes administered by the Department of Veterans Affairs or a hospital in the recipient's community is available to eligible veterans. The Department of Veterans Affairs also administers the Aging Veterans Program, which provides financial assistance to disability pensioners and to recipients of War Veterans' Allowances who are 65 years of age and over and who require health care services in the home or in a community facility. Through the Children of War Dead (Education Assistance) Act, children receiving benefits as a result of the death of parents who qualified as disability pensioners are paid monthly allowances, tuition and other costs for four academic years of post-secondary education until they reach age 25 (with possible extensions to age 30 based on progress and achievement). Counselling and training allowances for disability pensioners who are unable to carry out their former employment are additional benefits provided by the Department.

Veterans' and Civilians' Disability Pensions

The Canadian Pension Commission, which reports to Parliament through the Minister of Veterans Affairs, administers a number of statutes awarding pensions as compensation for disability and death. Under the Pension Act, which was passed in 1919, pensions are payable for disability and death related to military service, including disabilities incurred by, or deaths of, former prisoners of war. Parts I-X of the Civilian War Pensions and Allowances Act (1946) are also administered by the Canadian Pension Commission. This legislation provides for similar awards to persons in certain organizations closely associated with the Armed Forces.

The Veterans Appeal Board is the final authority on matters of disability pension entitlement, the amount of pension awarded, and the interpretation of the provisions of the Pension Act. The Veterans Appeal Board replaced the Pension Review Board and the War Veterans Allowance Board, effective September 14, 1987. The Bureau of Pensions Advocates provides legal assistance, at no cost to the applicant, with the preparation and presentation of applications for disability pensions.

Eligibility

General

Pensions are awarded, upon application, as a matter of right under the Pension Act to members or former members of the Canadian Armed Forces and to former prisoners of war who are suffering from a disability. The disability must be the result of an injury or disease, or aggravation of an injury or disease, attributable to military service in peace or in war. Once the Commission determines that a veteran has a medical condition which is related to such service, this condition is considered pensionable.

The Civilian War Pensions and Allowances Act (Parts I-X) provides for similar awards of disability pensions to certain civilians who served in organizations closely associated with the Canadian

Armed Forces during World War I or II. Eligible persons include Canadian merchant seamen, RCMP officers and Canadian overseas welfare workers.

Additional benefits may be payable on behalf of a pensioner's spouse and children, based on the child's age and circumstances (see "Benefits"). In special cases, dependants' pensions may also be available to certain other dependants such as parents and remarried eligible widows.

Pensions are payable regardless of place of residence, whether in Canada or elsewhere.

Financial Eligibility

Under the provisions of the Pension Act, financial circumstances (assets and income) have no bearing on a veteran's or civilian's entitlement to a disability pension or the amount of pension paid. This also applies in the determination of entitlement to additional benefits on behalf of spouses and children, and to survivors' benefits for widow(er)s and orphans.

If a condition is pensionable under the Pension Act, and compensation is also payable because of third-party liability, the amount of pension awarded by the Commission may be affected. Such circumstances could arise, for example, when benefits are payable under the Pension Act and provincial workers' compensation legislation. Assets and income may be considered when determining eligibility for funeral and burial grants, and for certain other awards that are paid at the discretion of the Commission.

Benefits

Disability Benefits

Monthly disability pensions are based on the extent of the disability as determined by periodic medical examinations. The extent, or assessment, of the disability is expressed as a percentage, with a total disability being assessed at 100%.

There are 20 classes of monthly pension payments ranging from 5% to 100% disability at 5% intervals. Pensioners whose disabilities are assessed at less than 5% do not receive a monthly pension. Instead, they receive a single payment in settlement.

When a pensioner reaches the age of 55 years and has been receiving a pension at the same disability rate for three years or more, the pensionable assessment is considered to be "stabilized". This means that even if the condition(s) leading to eligibility for the pension should improve, the assessment will not be decreased below the stabilized rate. Should the condition(s) worsen, however, the pension may be increased.

Certain additional allowances may be payable to recipients of the disability pension. An Attendance Allowance may be awarded to pensioners who are totally disabled and need assistance to care for themselves; a Clothing Allowance may be payable to pensioners who are amputees or who require special clothing or appliances; and an Exceptional Incapacity Allowance may be payable to 100% disability pensioners. The Attendance Allowance and Exceptional Incapacity Allowance are payable to the surviving spouse for 12 months following the pensioner's death.

Additional Spousal and Children's Benefits

When a disability pensioner is married, an additional pension may be awarded in respect of the spouse. Further, a pension may be paid in respect of any unmarried children who are under age 18, or 18 to 25 years of age and attending an approved educational institution. Pensions for dependent children who have been disabled before the age of 21 and are unable to earn a livelihood may be continued as long as the child is incapacitated and without adequate means of support.

Benefits for Survivors

The surviving spouse and eligible children may receive benefits following the disability pensioner's death. Upon the pensioner's death, the spouse receives, for a period of 12 months, that amount of monthly disability pension plus any additional benefits (i.e., payments on behalf of the spouse, Attendance Allowance and Exceptional Incapacity Allowance) that were being paid to the pensioner at the time of death.

At the end of one year, survivor benefits automatically change to a full pension for the spouse of a deceased pensioner who had been receiving disability benefits of 48% or more at the time of death. A survivor whose spouse's pension had been based on a disability of 5% to 47% automatically receives a "proportionate pension". Such a pension equals one-half of the disability pension being paid when the pensioner died.

Orphan's benefits are also available. If the deceased pensioner's disability was assessed at 48% or more, eligible children receive monthly benefits effective the day following the date of the pensioner's death.

Where the benefit payable to the disability pensioner was based on a 5% to 47% disability, monthly orphan's benefits are not immediately payable. Instead, such children receive a lump sum bonus payment; the payment period covered by the bonus expires in approximately two years. If, at that time, it is determined that the children are eligible to continue receiving benefits, monthly pension payments will be made on their behalf.

Disability pensions and other benefits are adjusted each year on the first of January in accordance with changes in the Consumer Price Index over the 12-month period ending September 30 of the previous year, or the increase in the average composite wage of a representative group of federal public servants, whichever is greater. Sample benefit rates for 1987 and 1988 are shown in Table 9.1. Appendix C includes sample rates for 1985 to 1988.

Pensions and allowances for disability and death are not subject to federal income tax.

Financing

Payments of disability and dependants' pensions are made out of the federal government's Consolidated Revenue Fund through the Department of Veterans Affairs.

Table 9.1
Veterans' and Civilians' Disability Pensions
Sample Monthly Benefits[1]
by Type of Benefit
1987 and 1988

Type of Benefit	1987		1988	
	100% Disability	45% Disability	100% Disability	45% Disability
Single Person	$1,240.41	$558.18	$1,293.75	$582.19
Married Couple	1,550.51	697.73	1,617.19	727.74
First Child[2]	161.25	72.56	168.19	75.68
Widow(er)	930.31	348.87	970.31	363.87
First Orphan[3]	322.51	36.28	336.38	37.84
Exceptional Incapacity Allowance	218.89 - 656.64	--	228.30 - 684.88	--
Clothing Allowance[4]	10.33 - 92.99	10.33 - 92.99	10.77 - 96.99	10.77 - 96.99
Attendance Allowance[4]	131.34 - 820.80	131.34 - 820.80	136.99 - 856.09	136.99 - 856.09

1. Please note that these are sample benefits only. Different benefit levels are set for each of 20 classes of disability which range from 5% to 100% at 5% intervals.
2. An additional benefit may be payable on behalf of each dependent child of a disability pensioner. Rates are specified for the first, second and each subsequent child in annual rate tables.
3. An orphan's benefit may be payable on behalf of each dependent child of a surviving spouse. Rates are specified for the first, second and each subsequent child in annual rate tables. Payment of this monthly benefit at the "45% Disability" rate or lower begins immediately for orphans 15 years old and younger, and for orphans 16 years old and over, it begins two years after the death of the disability pensioner, a lump sum payment having already been made.
4. Payment of the clothing and attendance allowances is not based on the percentage of disability.

Table 9.2
Veterans' and Civilians' Disability Pensions
Number of Cases and Benefit Expenditures by Province/ Territory and Type of Benefit
1986-87

Province/Territory	Disability Pension		Surviving Dependants' Pension[1]		Total	
	Cases[2] March 1987	Benefit Expenditures ($000's) 1986-87	Cases[2] March 1987	Benefit Expenditures ($000's) 1986-87	Cases[2] March 1987	Benefit Expenditures ($000's) 1986-87
Newfoundland	1,219	6,791	567	3,711	1,786	10,502
Prince Edward Island	1,339	6,636	589	3,358	1,928	9,994
Nova Scotia	7,108	36,547	3,052	18,555	10,160	55,102
New Brunswick	4,914	21,901	1,869	10,324	6,783	32,225
Quebec	12,058	53,300	5,229	28,184	17,287	81,484
Ontario	34,592	155,689	15,181	91,477	49,773	247,166
Manitoba	6,933	36,597	3,033	18,170	9,966	54,767
Saskatchewan	4,118	19,772	1,635	9,497	5,753	29,269
Alberta[3]	7,976	33,100	3,231	17,524	11,207	50,624
British Columbia[4]	16,655	78,648	6,844	43,239	23,499	121,887
Outside Canada	3,744	17,632	2,461	18,379	6,205	36,011
Total	100,656	466,613	43,691	262,418	144,347	729,031

1. Includes widow(er)s, orphans, parents and siblings.
2. Refers to the number of single/family units.
3. Includes data for the Northwest Territories.
4. Includes data for the Yukon.

Table 9.3
Veterans' and Civilians' Disability Pensions
Number of Cases[1] by Age Group and Type of Case
March 1987

Age Group	Disability Pensioners	Widow(er)s	Total
20-44	1,428	182	1,610
45-54	2,844	687	3,531
55-59	3,502	1,562	5,064
60-64	17,847	4,761	22,608
65-69	37,943	6,953	44,896
70-74	20,891	5,997	26,888
75-79	8,720	13,107	21,827
80-84	3,695	3,823	7,518
85-89	1,798	3,418	5,216
90+	1,988	2,384	4,372
Total	100,656	42,874	143,530

1. Excludes recipients of orphan's benefits.

War Veterans' and Civilian War Allowances

The War Veterans Allowance Act, which was passed in 1930, and Part XI of the Civilian War Pensions and Allowances Act, which became effective in 1962, provide allowances for persons or their dependants who meet service eligibility requirements and who, because of age or incapacity, are unable to work and have insufficient income for maintenance as determined by an income test. Both Acts are administered by the Department of Veterans Affairs, with the Veterans Appeal Board being responsible for hearing appeals and rendering formal interpretations of these Acts. The Veterans Appeal Board replaced the War Veterans Allowance Board, effective September 14, 1987.

Eligibility

General

Veterans of Canadian Forces may obtain benefits under the War Veterans Allowance Act if their war service, age or incapacity, and income meet the requirements of the Act. From a service point of view, ex-military personnel who served in World War I or II, or in Korea, or those in receipt of a Veterans' Disability Pension due to war service may be eligible for benefits. Veterans of Commonwealth or Allied Forces may obtain benefits under the War Veterans Allowance Act if they were living in Canada at the time of joining the Forces, or have lived in Canada for a total of at least 10 years, provided they served in a theatre of war during World War I or World War II.

Civilian War Allowances, which are similar to those for veterans, are available to civilians who served in close support of the Armed Forces in World War I or II, or in Korea, and performed meritorious service. Subject to certain conditions of duration and area of service, eligible civilians include groups such as the Canadian merchant seamen and Canadian overseas welfare workers of World War II.

A widow(er) or orphan may also qualify for benefits under these Acts, providing the deceased spouse or parent was eligible from a service standpoint.

An allowance may be awarded to a male veteran/civilian or to a widower of a female veteran/civilian at age 60. A female veteran/civilian or a veteran's/civilian's widow qualifies at age 55. Both groups, however, may be awarded allowances at earlier ages if they are considered to be:

i) permanently unemployable because of physical or mental disability;
ii) unable to maintain themselves, and are unlikely to become able to do so, due to a combination of economic handicaps and physical or mental disability or insufficiency; or
iii) unable to maintain themselves because of the need to provide for a dependent child residing at home.

Financial Eligibility

Eligibility is based on an income test. Effective April 1986, the definition of income used for determining eligibility for the allowance is the same as is used for the federal Guaranteed Income Supplement (GIS) (see Chapter 2). However, for the purposes of War Veterans Allowances, Veterans Disability Pensions are included as income; such pensions are not included for GIS purposes. Exempt income includes benefits such as attendance allowances for the disabled, social assistance, provincial GIS or Spouse's Allowance income supplementation programs (see Chapter 2), certain amounts paid to or on behalf of dependent children (including any Child Tax Credit received), payments under the Veterans Care Regulations and annual net casual earnings from employment of up to $2,900 for single recipients and $4,200 for married recipients. An exemption of $140 per year on interest income as defined in the Income Tax Act is also allowed.

While an initial application and submission of income information is required, ongoing recipients need not undergo an income test each year. Instead, eligibility is reviewed every March on the basis of the previous year's income; benefits are then calculated for the fiscal year beginning April 1. All recipients must report any changes in income or domestic status, as soon as they occur.

Benefits

Monthly non-taxable allowances are payable to eligible single persons, including widow(er)s, and eligible married couples. A widow(er) with one dependent child is paid at the married rate. Blind single persons and couples with one blind partner receive slightly higher allowances. An additional allowance may be payable on behalf of a dependent child if the child is:

i) under 18 years of age;
ii) between the ages of 18 and 25 and continuing his/her education;
iii) under the age of 21 and prevented by physical or mental incapacity from earning a livelihood; or
iv) over the age of 21 and disabled, if the incapacity occurred before the child attained the age of 21.

The definition of dependent child also includes a person who fulfills one of the above criteria and who is married and financially dependent upon a recipient.

An orphan's allowance is payable to a child who:

i) has lost both parents;
ii) has lost one parent and has been abandoned by the other; or
iii) is a child of divorced, separated or unmarried parents whose father died while in receipt of an allowance on the child's behalf.

In addition to being in one of these circumstances, the orphan must also meet one of the first four qualifications of a "dependent child" which are listed above. Allowances for dependent children are reduced by the amount of Family Allowances paid on behalf of each child; however, receipt of the federal Child Tax Credit does not affect the amount of the benefit.

The Assistance Fund provides for grants up to a total of $500 per calendar year to War Veterans Allowance/Civilian War Allowance recipients for emergencies which cannot be met from other sources.

In cases where an applicant receives provincial/municipal social assistance benefits for a period subsequently covered by an allowance, the amount of such assistance is deducted from the allowance. Applicants must authorize in writing such a repayment scheme prior to accepting social assistance benefits.

Both spouses of a married couple who are forced by circumstance to live apart (e.g., because of institutionalization of one or both partners), and who each receive OAS/GIS at the single rate, may each be eligible to receive a War Veterans' or Civilian War Allowance at the single rate as well. Also, regardless of living arrangements, if both members of a married couple are veterans in their own right, each is entitled to the allowance at the single rate.

The monthly War Veterans' and Civilian War Allowances are adjusted every quarter, in accordance with increases in the Consumer Price Index, for all recipients. Maximum benefit levels from January 1987 to January 1988 are shown in Table 9.4. Appendix C includes maximum benefits for 1985 to 1988.

Financing

Payments to recipients under the War Veterans' and Civilian War Allowances programs are made out of the federal government's Consolidated Revenue Fund by the Department of Veterans Affairs.

Table 9.4
War Veterans' and Civilian War Allowances
Maximum Monthly Benefits by Type of Benefit
January 1987 to January 1988

Type of Benefit	Jan. 1987	April 1987	July 1987	Oct. 1987	Jan. 1988
Single Person, including Widow(er)	$710.78	$717.89	$725.79	$736.68	$742.51
Blind Single Person, including Widow(er)	740.55	747.96	756.19	767.53	773.67
Married Couple	1,079.20	1,089.99	1,101.98	1,118.51	1,127.46
Married Couple, One Partner Blind	1,108.90	1,119.99	1,132.31	1,149.29	1,158.48
Widow(er) with One Child	1,079.20	1,089.99	1,101.98	1,118.51	1,127.46
Each Dependent Child[1,2]	127.12	128.39	129.80	131.75	132.80
Orphan[2]	380.90	384.71	388.94	394.77	397.93

1. An additional pension is payable on behalf of each dependent child. Note that a widow(er) with one child is paid the married rate; the additional child benefit is payable on behalf of the second and each subsequent child.
2. This benefit is reduced by an amount equal to the Family Allowances paid for that child.

Table 9.5
War Veterans' and Civilian War Allowances
Number of Cases and Benefit Expenditures by Province/ Territory
1986-87

Province/Territory	Cases[1] March 1987	Benefit Expenditures ($000's)
Newfoundland	4,845	22,953
Prince Edward Island	1,303	6,884
Nova Scotia	7,100	36,474
New Brunswick	5,225	27,719
Quebec	10,292	55,455
Ontario	28,531	144,888
Manitoba	3,607	17,475
Saskatchewan	3,081	14,829
Alberta[2]	4,854	24,888
British Columbia[3]	11,822	59,472
Outside Canada	1,740	14,366
Total	82,400	425,403[4]

1. Refers to the number of single/family units.
2. Includes data for the Northwest Territories.
3. Includes data for the Yukon.
4. Total may not add due to rounding.

Table 9.6
War Veterans' and Civilian War Allowances
Number of Cases[1] by Age Group and Type of Case
March 1987

Age Group	War Veterans/ Civilians	Widow(er)s	Total
<55	593	1,564	2,157
55-59	2,406	4,239	6,645
60-64	24,966	7,580	32,546
65-69	13,313	3,757	17,070
70-74	3,983	2,748	6,731
75-79	1,865	2,952	4,817
80-84	914	3,551	4,465
85-89	984	3,524	4,508
90+	927	2,021	2,948
Total	49,951	31,936	81,887

1. Excludes recipients of orphan's benefits.

Appendices

These appendices contain data which are intended to provide the reader with an overview of program trends for the period 1984-85 to 1986-87, as well as summaries of certain federal provisions which may be perceived as being complementary to those income security programs described in this report. Individually, they contain the following information:

- Appendix A provides, for each fiscal year noted above, data on the number of beneficiaries and benefit expenditures associated with federal programs covered in this inventory, disaggregated by province;
- Appendix B summarizes, by province, the beneficiary and benefit expenditure data for all federal and provincial programs described in this report;
- Appendix C outlines rate information for all federal programs and the Quebec Pension Plan, from 1985 to 1988;
- Appendix D gives an overview of the Canada Assistance Plan, which enables the federal government to cost-share expenditures on eligible provincial/municipal programs providing assistance to persons in need;
- Appendix E outlines selected federal income tax credits and deductions, many of which relate to target groups covered in this inventory; and
- Appendix F is a glossary of terms used in the inventory.

Notes on Interpretation of Statistical Tables

- The term "beneficiary" is used to indicate the individual who is in receipt of benefits; exceptions have been indicated.
- Beneficiary data relate to the month of March of the indicated year, unless otherwise noted.
- It is not advisable to add individual beneficiary counts, since it is possible for a beneficiary to be eligible for benefits under a combination of programs.
- Every attempt has been made to include only net benefits paid; wherever possible, administrative costs are excluded from the benefit expenditure data.
- Costs for basic and regularly recurring special needs are generally included in the social assistance benefit expenditures.
- Health and drug costs are excluded from the social assistance benefit expenditures unless otherwise noted.
- Data contained in the tables may not be consistent over time due to program changes and/or statistical reporting changes.

Federal Programs

Beneficiaries and Expenditures

Table A.1
Federal Programs
Number of Beneficiaries
by Province/Territory
March 1985

Province/Territory	Old Age Security[1]	Family Allowances[2]	Child Tax Credit[3]	Canada Pension Plan[4]	Unemployment Insurance[5]	Veterans'/ Civilians' Disability Pensions[6]	War Vets'/ Civilian War Allowances[6]
Newfoundland	52,486	97,685[r]	77,291	38,072	79,170	1,796	5,111
Prince Edward Island	16,509	18,587[r]	16,393	11,509	17,170	1,888	1,489
Nova Scotia	105,763	129,707[r]	98,363	88,563	68,870	9,867	8,161
New Brunswick	81,497	111,158[r]	92,529	62,766	74,770	6,604	5,880
Quebec	654,242	946,949[r]	690,985	7,403[7]	422,450	16,517	11,042
Ontario	963,855	1,266,804[8,r]	857,376	809,356	355,120	49,113	30,665
Manitoba	134,867	151,729[r]	114,990	101,946	44,380	10,008	3,971
Saskatchewan	129,133	147,811[r]	108,291	93,674	36,280	5,716	3,276
Alberta	183,546	357,138[r]	218,994	146,594	101,200	11,059[9]	4,980[9]
British Columbia	333,227	404,632[r]	256,320	255,822	169,090	23,157[10]	12,263[10]
Yukon	791	3,981[r]	2,545	866	2,510	--	--
Northwest Territories	1,414	9,433[r]	6,001	970	1,760	--	--
International Agreements	5,272[11]	--	--	--[12]	n/a[13]	--	--
Outside Canada	--[14]	4,431[r]	2,238	15,496	220	6,442	1,519
Total	2,662,602	3,650,045[r]	2,542,316	1,633,037	1,373,000[15]	142,167	88,357

1. Includes OAS only, OAS/GIS and SPA beneficiaries.
2. Represents the total number of accounts (generally families) entitled to Family Allowances. Please refer to Table 3.2 for an explanatory note concerning entitlement statistics.
3. Represents the number of families (taxfilers) whose claim for the Child Tax Credit was allowed in respect of the 1984 tax year.
4. Beneficiaries of "combined pensions" (a surviving spouse's pension plus a retirement or disability pension) are counted once; beneficiaries of lump sum death benefits are excluded.
5. Includes all claimants who received benefits through the computer pay system for the reference week, a week usually containing the 15th day of the month. Excluded, in the main, are year-round fishermen and persons receiving adoption benefits.
6. Represents the number of individuals and families in receipt of a pension or allowance.
7. See Table B.5 for Quebec Pension Plan data.
8. Family Allowances data for Ontario are "in pay" statistics.
9. Includes beneficiaries in the Northwest Territories.
10. Includes beneficiaries in the Yukon.
11. Represents all beneficiaries paid under International Social Security Agreements.
12. Very few beneficiaries, therefore not tabulated.
13. Beneficiaries are included in the "Outside Canada" category.
14. Beneficiaries receiving payments while outside Canada are paid by the regional office in their province/territory of last residence.
15. Total may not add due to rounding.

Table A.2
Federal Programs
Number of Beneficiaries
by Province/Territory
March 1986

Province/Territory	Old Age Security[1]	Family Allowances[2]	Child Tax Credit[3]	Canada Pension Plan[4]	Unemployment Insurance[5]	Veterans'/ Civilians' Disability Pensions[6]	War Vets'/ Civilian War Allowances[6]
Newfoundland	55,246	97,002[r]	83,045[r]	40,663	81,910	1,809	4,964
Prince Edward Island	17,038	18,711[r]	15,834[r]	12,036	17,530	1,921	1,387
Nova Scotia	110,284	129,583[r]	96,661[r]	93,045	67,630	10,107	7,504
New Brunswick	85,160	110,704[r]	87,937[r]	66,059	72,710	6,745	5,459
Quebec	687,810	945,192[r]	684,472[r]	7,950[7]	393,250	17,033	10,258
Ontario	1,012,562	1,273,619[8,r]	792,314[r]	861,967	312,940	49,865	29,064
Manitoba	139,304	152,863[r]	114,166[r]	107,367	40,580	10,028	3,689
Saskatchewan	132,802	147,993[r]	104,095[r]	98,634	35,610	5,753	3,100
Alberta	192,922	359,583[r]	222,330[r]	158,355	88,180	11,243[9]	4,831[9]
British Columbia	350,291	404,187[r]	263,854[r]	275,877	155,710	23,461[10]	11,917[10]
Yukon	866	3,912[r]	2,250[r]	919	2,140	--	--
Northwest Territories	1,451	9,537[r]	6,044[r]	1,040	1,710	--	--
International Agreements	8,800[11]	--	--	--[12]	n/a[13]	--	--
Outside Canada	--[14]	4,828[r]	3,429[r]	17,258	210	6,406	1,653
Total	2,794,536	3,657,714[r]	2,476,431[r]	1,741,170	1,270,100[15]	144,371	83,826

1. Includes OAS only, OAS/GIS and SPA beneficiaries.
2. Represents the total number of accounts (generally families) entitled to Family Allowances. Please refer to Table 3.2 for an explanatory note concerning entitlement statistics.
3. Represents the number of families (taxfilers) whose claim for the Child Tax Credit was allowed in respect of the 1985 tax year.
4. Beneficiaries of "combined pensions" (a surviving spouse's pension plus a retirement or disability pension) are counted once; beneficiaries of lump sum death benefits are excluded.
5. Includes all claimants who received benefits through the computer pay system for the reference week, a week usually containing the 15th day of the month. Excluded, in the main, are year-round fishermen and persons receiving adoption benefits.
6. Represents the number of individuals and families in receipt of a pension or allowance.
7. See Table B.5 for Quebec Pension Plan data.
8. Family Allowances data for Ontario are "in pay" statistics.
9. Includes beneficiaries in the Northwest Territories.
10. Includes beneficiaries in the Yukon.
11. Represents all beneficiaries paid under International Social Security Agreements.
12. Very few beneficiaries, therefore not tabulated.
13. Beneficiaries are included in the "Outside Canada" category.
14. Beneficiaries receiving payments while outside Canada are paid by the regional office in their province/territory of last residence.
15. Total may not add due to rounding.

Table A.3
Federal Programs
Number of Beneficiaries
by Province/Territory
March 1987

Province/Territory	Old Age Security[1]	Family Allowances[2]	Child Tax Credit[3]	Canada Pension Plan[4]	Unemployment Insurance[5]	Veterans'/ Civilians' Disability Pensions[6]	War Vets'/ Civilian War Allowances[6]
Newfoundland	56,594	96,243	78,270	44,676	84,180	1,786	4,845
Prince Edward Island	17,179	18,629	14,470	13,253	17,830	1,928	1,303
Nova Scotia	112,528	129,384	90,730	101,032	67,220	10,160	7,100
New Brunswick	87,070	110,150	82,480	73,417	74,120	6,783	5,225
Quebec	710,286	944,414	651,040	8,821[7]	373,180	17,287	10,292
Ontario	1,049,664	1,286,412[8]	711,690	961,581	282,110	49,773	28,531
Manitoba	142,089	153,609	109,560	118,575	41,380	9,966	3,607
Saskatchewan	135,570	147,761	107,690	108,769	37,060	5,753	3,081
Alberta	201,059	359,022	219,770	178,452	108,410	11,207[9]	4,854[9]
British Columbia	365,091	404,305	246,420	311,791	161,390	23,499[10]	11,822[10]
Yukon	924	4,121	2,340	1,022	2,260	--	--
Northwest Territories	1,527	9,483	5,640	1,168	2,000	--	--
International Agreements	12,687[11]	--	--	--[12]	n/a[13]	--	--
Outside Canada	--[14]	5,009	2,980	19,341	170	6,205	1,740
Total	2,892,268	3,668,542	2,323,070[15]	1,941,898	1,251,300[15]	144,347	82,400

1. Includes OAS only, OAS/GIS and SPA beneficiaries.
2. Represents the total number of accounts (generally families) entitled to Family Allowances. Please refer to Table 3.2 for an explanatory note concerning entitlement statistics.
3. Represents the number of families (taxfilers) whose claim for the Child Tax Credit was allowed in respect of the 1986 tax year. Counts are rounded.
4. Beneficiaries of "combined pensions" (a surviving spouse's pension plus a retirement or disability pension) are counted once; beneficiaries of lump sum death benefits are excluded.
5. Includes all claimants who received benefits through the computer pay system for the reference week, a week usually containing the 15th day of the month. Excluded, in the main, are year-round fishermen and persons receiving adoption benefits.
6. Represents the number of individuals and families in receipt of a pension or allowance.
7. See Table B.5 for Quebec Pension Plan data.
8. Family Allowances data for Ontario are "in pay" statistics.
9. Includes beneficiaries in the Northwest Territories.
10. Includes beneficiaries in the Yukon.
11. Represents all beneficiaries paid under International Social Security Agreements.
12. Very few beneficiaries, therefore not tabulated.
13. Beneficiaries are included in the "Outside Canada" category.
14. Beneficiaries receiving payments while outside Canada are paid by the regional office in their province/territory of last residence.
15. Totals may not add due to rounding.

Table A.4
Federal Programs
Benefit Expenditures
by Province/Territory
1984-85
($000's)

Province/Territory	Old Age Security[1]	Family Allow-ances	Child Tax Credit[2]	Canada Pension Plan[3]	Unemploy-ment Insurance[4]	Veterans'/ Civilians' Disability Pensions[5]	War Vets'/ Civilian War Allow-ances[5]
Newfoundland	268,918	70,355	50,657	86,522	520,373	9,875	26,064
Prince Edward Island	80,181	13,212	11,000	24,296	102,276	9,054	8,593
Nova Scotia	487,980	86,359	57,731	216,660	433,113	48,034	45,131
New Brunswick	382,341	74,988	58,051	149,296	502,925	29,455	34,403
Quebec	2,987,345	598,349	391,218	18,175[6]	3,084,984	73,525	61,887
Ontario	3,900,605	837,041	487,627	2,188,977	2,556,800	227,588	155,980
Manitoba	579,875	106,292	74,396	250,059	305,199	50,448	21,354
Saskatchewan	556,950	107,713	72,672	220,646	250,272	26,702	16,007
Alberta	776,982	246,219	134,212	365,125	925,503	47,115[7]	25,664[7]
British Columbia	1,366,662	267,058	149,304	668,746	1,455,277	111,170[8]	58,764[8]
Yukon	3,774	2,632	1,573	2,226	18,339	--	--
Northwest Territories	8,097	7,535	4,688	2,032	14,072	--	--
International Agreements	17,892[9]	--	--	--[10]	n/a[11]	--	--
Outside Canada	--[12]	--[12]	1,179	30,552	1,963	35,365	11,036
Total[13]	11,417,601	2,417,755	1,494,307	4,223,311	10,171,096	668,331	464,882

1. Includes Old Age Security, Guaranteed Income Supplement and Spouse's Allowance expenditures.
2. Represents the value of Child Tax Credit claims allowed in respect of the 1984 tax year.
3. Represents all benefit expenditures including lump sum death benefits.
4. Represents total Unemployment Insurance disbursements to claimants, including retroactive adjustments.
5. Includes payments to surviving dependants.
6. See Table B.17 for Quebec Pension Plan data.
7. Includes expenditures in the Northwest Territories.
8. Includes expenditures in the Yukon.
9. Represents all benefit expenditures made under International Social Security Agreements.
10. Very few beneficiaries, therefore not tabulated.
11. Expenditures are included in the "Outside Canada" category.
12. Payments to beneficiaries living outside Canada are made from the regional office in their province/territory of last residence.
13. Totals may not add due to rounding.

Table A.5
Federal Programs
Benefit Expenditures by
Province/Teritory
1985-86
($000's)

Province/Territory	Old Age Security[1]	Family Allow-ances	Child Tax Credit[2]	Canada Pension Plan[3]	Unemploy-ment Insurance[4]	Veterans'/ Civilians' Disability Pensions[5]	War Vets'/ Civilian War Allow-ances[5]
Newfoundland	296,145	71,104	55,946[r]	100,016	564,313	10,151	24,474
Prince Edward Island	86,591	13,618	10,969[r]	27,527	111,109	9,435	7,902
Nova Scotia	532,245	88,567	58,408[r]	247,327	463,636	51,599	41,506
New Brunswick	417,679	76,563	55,873[r]	170,457	522,474	30,604	31,444
Quebec	3,278,880	614,856	401,628[r]	20,790[6]	3,157,399	76,773	58,577
Ontario	4,276,499	870,292	450,716[r]	2,526,376	2,498,410	237,251	155,677
Manitoba	627,966	110,468	76,434[r]	286,905	315,360	52,333	18,668
Saskatchewan	602,554	111,982	71,427[r]	253,453	259,255	27,854	15,995
Alberta	854,821	256,155	137,430[r]	429,647	800,098	48,968[7]	25,868[7]
British Columbia	1,503,226	276,322	156,684[r]	783,713	1,396,821	116,184[8]	61,033[8]
Yukon	4,217	2,730	1,397[r]	2,637	19,535	--	--
Northwest Territories	8,715	7,905	5,053[r]	2,325	16,215	--	--
International Agreements	36,310[9]	--	--	--[10]	n/a[11]	--	--
Outside Canada	--[12]	--[12]	1,815[r]	35,962	2,064	35,726	12,764
Total[13]	12,524,849	2,500,561	1,483,779[r]	4,887,134	10,126,691	696,878	453,906

1. Includes Old Age Security, Guaranteed Income Supplement and Spouse's Allowance expenditures.
2. Represents the value of Child Tax Credit claims allowed in respect of the 1985 tax year.
3. Represents all benefit expenditures including lump sum death benefits.
4. Represents total Unemployment Insurance disbursements to claimants, including retroactive adjustments.
5. Includes payments to surviving dependants.
6. See Table B.17 for Quebec Pension Plan data.
7. Includes expenditures in the Northwest Territories.
8. Includes expenditures in the Yukon.
9. Represents all benefit expenditures made under International Social Security Agreements.
10. Very few beneficiaries, therefore not tabulated.
11. Expenditures are included in the "Outside Canada" category.
12. Payments to beneficiaries living outside Canada are made from the regional office in their province/territory of last residence.
13. Totals may not add due to rounding.

Table A.6
Federal Programs
Benefit Expenditures by
Province/Territory
1986-87
($000's)

Province/Territory	Old Age Security[1]	Family Allowances	Child Tax Credit[2]	Canada Pension Plan[3]	Unemployment Insurance[4]	Veterans'/ Civilians' Disability Pensions[5]	War Vets'/ Civilian War Allowances[5]
Newfoundland	316,218	69,853	59,802	115,903	632,799	10,502	22,953
Prince Edward Island	91,235	13,692	11,070	31,962	121,750	9,994	6,884
Nova Scotia	565,935	88,625	60,794	286,690	495,270	55,102	36,474
New Brunswick	444,767	76,251	58,435	198,681	556,370	32,225	27,719
Quebec	3,504,897	624,879	430,084	24,260[6]	3,187,437	81,484	55,455
Ontario	4,603,570	884,983	458,285	2,958,167	2,449,248	247,166	144,888
Manitoba	665,395	111,916	82,042	331,276	329,010	54,767	17,475
Saskatchewan	639,461	113,098	84,778	293,054	288,308	29,269	14,829
Alberta	923,892	261,353	156,048	508,825	1,059,007	50,624[7]	24,388[7]
British Columbia	1,625,943	279,025	163,667	923,588	1,480,066	121,887[8]	59,472[8]
Yukon	4,645	2,801	1,699	3,002	19,064	--	--
Northwest Territories	9,692	7,944	4,913	2,799	19,232	--	--
International Agreements	49,014[9]	--	--	--[10]	n/a[11]	--	--
Outside Canada	--[12]	--[12]	1,769	43,109	2,111	36,011	14,366
Total[13]	13,444,662	2,534,420	1,573,384	5,721,315	10,639,672	729,031	425,403

1. Includes Old Age Security, Guaranteed Income Supplement and Spouse's Allowance expenditures.
2. Represents the value of Child Tax Credit claims allowed in respect of the 1986 tax year.
3. Represents all benefit expenditures including lump sum death benefits.
4. Represents total Unemployment Insurance disbursements to claimants, including retroactive adjustments.
5. Includes payments to surviving dependants.
6. See Table B.17 for Quebec Pension Plan data.
7. Includes expenditures in the Northwest Territories.
8. Includes expenditures in the Yukon.
9. Represents all benefit expenditures made under International Social Security Agreements.
10. Very few beneficiaries, therefore not tabulated.
11. Expenditures are included in the "Outside Canada" category.
12. Payments to beneficiaries living outside Canada are made from the regional office in their province/territory of last residence.
13. Totals may not add due to rounding.

Federal and Provincial Programs

Beneficiaries and Expenditures

Table B.1

Newfoundland

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	9,663	10,038	10,625
Guaranteed Income Supplement[2]	39,286	40,136	40,786
Spouse's Allowance	3,537	5,072	5,183
Total OAS/GIS/SPA	52,486	55,246	56,594
Family Allowances[3]	97,685[r]	97,002[r]	96,243
Child Tax Credit[4]	77,291	83,045[r]	78,270
Canada Pension Plan[5]	38,072	40,663	44,676
Unemployment Insurance[6]	79,170	81,910	84,180
Veterans' and Civilians' Disability Pensions[7]	1,796	1,809	1,786
War Veterans' and Civilian War Allowances[7]	5,111	4,964	4,845
Provincial Programs			
Special Child Welfare Allowance[i]	266	278	377
Social Assistance[ii]	20,852	19,697	21,398
School Tax Exemption[iii,iv]	52,727	n/a	n/a
Workers' Compensation[iv,v]	15,709	16,465[r]	18,247[p]

i. Represents the number of children.

ii. Represents the number of cases.

iii. Represents the number of households.

iv. Represents data for 1984, 1985 and 1986.

v. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.2

Prince Edward Island

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	4,824	4,937	5,135
Guaranteed Income Supplement[2]	10,902	10,975	10,950
Spouse's Allowance	783	1,126	1,094
Total OAS/GIS/SPA	16,509	17,038	17,179
Family Allowances[3]	18,587[r]	18,711[r]	18,629
Child Tax Credit[4]	16,393	15,834[r]	14,470
Canada Pension Plan[5]	11,509	12,036	13,253
Unemployment Insurance[6]	17,170	17,530	17,830
Veterans' and Civilians' Disability Pensions[7]	1,888	1,921	1,928
War Veterans' and Civilian War Allowances[7]	1,489	1,387	1,303
Provincial Programs			
Financial Assistance[i]	4,335	4,397	4,538
Tax Deferral for Senior Citizens[ii,iii]	25[e]	25[e]	25[e]
Residential Property Tax Credit[ii,iii]	35,268	35,554	37,331
Workers' Compensation[iii,iv]	3,118	3,468	3,619[p]

i. Represents the number of cases.

ii. Represents the number of households.

iii. Represents data for 1984, 1985 and 1986.

iv. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.3

Nova Scotia

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	36,532	37,861	40,084
Guaranteed Income Supplement[2]	64,316	65,227	65,298
Spouse's Allowance	4,915	7,196	7,146
Total OAS/GIS/SPA	105,763	110,284	112,528
Family Allowances[3]	129,707[r]	129,583[r]	129,384
Child Tax Credit[4]	98,363	96,661[r]	90,730
Canada Pension Plan[5]	88,563	93,045	101,032
Unemployment Insurance[6]	68,870	67,630	67,220
Veterans' and Civilians' Disability Pensions[7]	9,867	10,107	10,160
War Veterans' and Civilian War Allowances[7]	8,161	7,504	7,100
Provincial Programs			
Special Social Assistance[i]	58,302	57,914	58,546
Family Benefits[ii]	23,520	23,254	22,933
Municipal General Assistance[ii]	10,801	12,021	12,638
Property Tax Rebate for Senior Citizens[iii,iv]	19,087	19,130	19,431
Rental Assistance Program[iii]	1,950	1,830	1,645
Workers' Compensation[v,vi]	30,625	27,656	29,533[p]

i. Represents the number of eligible GIS pensioners as identified in the March OAS/GIS payment file. These pensioners received the annual SSA payment in May of 1985, 1986 and 1987.

ii. Represents the number of cases.

iii. Represents the number of households.

iv. Represents data for 1983, 1984 and 1985.

v. Represents data for 1984, 1985 and 1986.

vi. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.4
New Brunswick
Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	26,397	27,206	28,737
Guaranteed Income Supplement[2]	50,793	51,741	52,234
Spouse's Allowance	4,307	6,213	6,099
Total OAS/GIS/SPA	81,497	85,160	87,070
Family Allowances[3]	111,158[r]	110,704[r]	110,150
Child Tax Credit[4]	92,529	87,937[r]	82,480
Canada Pension Plan[5]	62,766	66,059	73,417
Unemployment Insurance[6]	74,770	72,710	74,120
Veterans' and Civilians' Disability Pensions[7]	6,604	6,745	6,783
War Veterans' and Civilian War Allowances[7]	5,880	5,459	5,225
Provincial Programs			
Long-Term Established Needs	--	7,798	7,624
Upgrading, Training and Placement	--	23,721	24,215
Interim Assistance	--	4,281	4,522
Total Social Assistance[i,ii]	32,765	35,800	36,361
Disability Allowance[i,ii]	2,658	--	--
Assistance for the Reduction of Rental Costs[iii,vi]	1,624	1,795	1,781
Property Tax Assessment Exemption[iii,iv]	11,643	10,372	11,622
Residential Property Tax Credit[iii]	169,267	171,080	172,944
Workers' Compensation[iv,v]	22,123	22,652[r]	23,642[p]

i. Represents the number of cases.

ii. In September 1985, the Basic Social Assistance and Disability Allowance programs were replaced by the following three programs: (i) Long-Term Established Needs, (ii) Upgrading, Training and Placement and (iii) Interim Assistance.

iii. Represents the number of households.

iv. Represents data for 1984, 1985 and 1986.

v. Represents the number of claims settled.

vi. Previous to 1987 this was called Rental Assistance for the Elderly and for the Disabled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.5

Quebec

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	240,185	248,992	266,896
Guaranteed Income Supplement[2]	385,537	393,696	398,303
Spouse's Allowance	28,520	45,122	45,087
Total OAS/GIS/SPA	654,242	687,810	710,286
Family Allowances[3]	946,949[r]	945,192[r]	944,414
Child Tax Credit[4]	690,985	684,472[r]	651,040
Canada Pension Plan[5]	7,403	7,950	8,821
Unemployment Insurance[6]	422,450	393,250	373,180
Veterans' and Civilians' Disability Pensions[7]	16,517	17,033	17,287
War Veterans' and Civilian War Allowances[7]	11,042	10,258	10,292
Provincial Programs			
Quebec Family Allowances[i]	931,144	930,338	931,636
Supplement for Handicapped Children[i]	12,477	14,621	15,912
Social Aid[ii]	424,433	416,058	390,139
Work Income Supplement[i,iii]	28,204[r]	25,224[r]	25,611
LOGIRENTE[iv,v]	30,084	31,675	30,662
Real Estate Tax Refund[iii,iv]	836,637[r]	466,840[r]	469,619[p]
Availability Allowance[i,iii]	379,937	363,219	351,441
Maternity Allowance[vi]	38,893	38,684	36,303
Quebec Pension Plan[vii]	577,695	627,317	666,847
Workers' Compensation[vi,viii]	347,662	353,721	322,049[p]

i. Represents the number of families.

ii. Represents the number of cases.

iii. Represents data for 1984, 1985 and 1986.

iv. Represents the number of households.

v. Represents data for the benefit period from October 1 of preceding year to September 30 of indicated year.

vi. Represents data for 1984-85, 1985-86 and 1986-87.

vii. Includes beneficiaries in all provinces. Beneficiaries of combined pensions (survivor's pension plus a retirement or disability pension) are counted once; beneficiaries of lump sum death benefits are excluded. See also "Canada Pension Plan" above for the number of beneficiaries in Quebec receiving CPP benefits.

viii. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.6
Ontario
Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	549,135	570,049	604,245
Guaranteed Income Supplement[2]	388,410	400,027	402,277
Spouse's Allowance	26,310	42,486	43,142
Total OAS/GIS/SPA	963,855	1,012,562	1,049,664
Family Allowances[3]	1,266,804[r]	1,273,619[r]	1,286,412
Child Tax Credit[4]	857,376	792,314[r]	711,690
Canada Pension Plan[5]	809,356	861,967	961,581
Unemployment Insurance[6]	355,120	312,940	282,110
Veterans' and Civilians' Disability Pensions[7]	49,113	49,865	49,773
War Veterans' and Civilian War Allowances[7]	30,665	29,064	28,531
Provincial Programs			
GAINS-A	203,310	190,569	180,533
Handicapped Children's Benefits[i]	3,662	3,792	4,561
Family Benefits[ii]			
Regular FBA	74,878	75,106	79,207
GAINS-D[iii]	73,481	78,614	82,681
Work Incentive Program	2,434	2,574	2,315
General Welfare Assistance[ii,iv]			
General Assistance[v]	116,838	112,738	121,530
Special Assistance	29,389	22,003	23,144
Supplementary Aid	6,959	8,227	10,417
Property Tax Grant[vi,vii]	610,000	626,930	650,000
Sales Tax Grant[vii,viii]	933,640	971,580	1,010,000
Ontario Tax Credits[ix,x]	1,807,786	1,788,970	1,750,422
Workers' Compensation[vii,xi]	364,921	395,764[r]	413,824[p]

i. Represents the number of families. For the months of March 1985, 1986 and 1987, figures include 758, 672 and 975 regular Family Benefits families who received this benefit in addition to their regular entitlement.

ii. Represents the number of cases.

iii. Represents the number of GAINS-eligible cases. See Table 4.10 for definition.

iv. As it is possible for an individual or family to receive assistance under more than one GWA program, adding individual case counts will result in double-counting.

v. Represents the number of cases in receipt of General Assistance only (i.e., employables and unemployables, foster children and nursing home cases). Excludes hostel cases; for the months of March 1985, 1986 and 1987, there were 14,208, 10,382 and 12,242 cases, respectively.

vi. Represents the number of households.

vii. Represents data for 1984, 1985 and 1986.

viii. Represents the number of pensioners.

ix. Represents data for 1983, 1984 and 1985.

x. Represents the number of tax filers.

xi. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.7

Manitoba

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	63,986	65,235	67,681
Guaranteed Income Supplement[2]	66,242	67,382	67,728
Spouse's Allowance	4,639	6,687	6,680
Total OAS/GIS/SPA	134,867	139,304	142,089
Family Allowances[3]	151,729[r]	152,863[r]	153,609
Child Tax Credit[4]	114,990	114,166[r]	109,560
Canada Pension Plan[5]	101,946	107,367	118,575
Unemployment Insurance[6]	44,380	40,580	41,380
Veterans' and Civilians' Disability Pensions[7]	10,008	10,028	9,966
War Veterans' and Civilian War Allowances[7]	3,971	3,689	3,607
Provincial Programs			
55 Plus - A Manitoba Income Supplement[i]	19,615	18,280	26,723
Child Related Income Support Program[ii]	8,534	8,260	9,083
Social Allowances[iii]	22,765	23,007	23,597
Municipal Assistance[iii]	10,337	10,000	9,614
Shelter Allowances for Family Renters[ii]	1,200	2,292	2,071
Shelter Allowances for Elderly Renters[iv]	3,414	4,090	4,066
Pensioner Homeowners' School Tax Assistance[iv,v]	55,784	64,000	63,000
Pensioner Tenants' School Tax Assistance[vi,viii]	8,938	7,828	--
School Tax Assistance for Tenants 55 Plus[vi,viii]	--	--	8,327
Resident Homeowners' Tax Assistance[iv,v]	234,000	238,000	241,000[e]
Property Tax Credit[v]	409,000	413,000[e]	417,000[e]
Cost of Living Tax Credit[ix]	295,700	304,000	310,000[e]
Workers' Compensation[v,vii]	44,398	38,235	40,919[p]

i. Represents the number of beneficiaries for the January-March period.

ii. Represents the number of families.

iii. Represents the number of cases.

iv. Represents the number of households.

v. Represents data for 1984, 1985 and 1986.

vi. Represents the number of rebates issued during the 1984-85, 1985-86, and 1986-87 fiscal years; data include retroactive rebates.

vii. Represents the number of claims settled.

viii. The Pensioner Tenants' School Tax Assistance was renamed in January 1987 to School Tax Assistance for Tenants 55 Plus.

ix. Represents data for the 1983, 1984 and 1985 taxation years.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.8
Saskatchewan
Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	63,405	64,296	65,869
Guaranteed Income Supplement[2]	61,463	62,617	63,713
Spouse's Allowance	4,265	5,889	5,988
Total OAS/GIS/SPA	129,133	132,802	135,570
Family Allowances[3]	147,811[r]	147,993[r]	147,761
Child Tax Credit[4]	108,291	104,095[r]	107,690
Canada Pension Plan[5]	93,674	98,634	108,769
Unemployment Insurance[6]	36,280	35,610	37,060
Veterans' and Civilians' Disability Pensions[7]	5,716	5,753	5,753
War Veterans' and Civilian War Allowances[7]	3,276	3,100	3,081
Provincial Programs			
Saskatchewan Income Plan	25,950	24,213	26,840
Family Income Plan[i]	7,767	7,337	7,678
Saskatchewan Assistance Plan[ii]	31,572	30,802	30,544
Senior Citizens' School Tax Rebate[iii,ix]	80,793	--	--
Saskatchewan Tax Reductions[iv]	190,000[e]	335,000[e]	360,000[e]
Renters' Property Tax Rebate[iii,v,ix]	63,772	--	--
Property Improvement Grant Program[iii,ix]	218,053	--	--
Home Quarter Tax Assistance Program[vi]	73,036	--	--
Senior Citizens' Heritage Rebate Program[vii]	--	64,286	--
Senior Citizens' Heritage Program	--	--	75,168
Workers' Compensation[iv,viii]	38,080	37,437	37,034[p]

i. Represents the number of families.

ii. Represents the number of cases.

iii. Represents data for 1984-85, 1985-86 and 1986-87.

iv. Represents data for 1984, 1985 and 1986.

v. Represents the number of households.

vi. This program was operational during 1984 only.

vii. This program was operational during 1985 only. It was established as an interim measure until the implementation of the Senior Citizens' Heritage Program in 1986.

viii. Represents the number of claims settled.

ix. Program terminated after 1984 tax year.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.9

Alberta

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	92,329	96,208	102,014
Guaranteed Income Supplement[2]	85,229	87,991	90,003
Spouse's Allowance	5,988	8,723	9,042
Total OAS/GIS/SPA	183,546	192,922	201,059
Family Allowances[3]	357,138[r]	359,583[r]	359,022
Child Tax Credit[4]	218,994	222,330[r]	219,770
Canada Pension Plan[5]	146,594	158,355	178,452
Unemployment Insurance[6]	101,200	88,180	108,410
Veterans' and Civilians' Disability Pensions[7,8]	11,059	11,243	11,207
War Veterans' and Civilian War Allowances[7,8]	4,980	4,831	4,854
Provincial Programs			
Alberta Assured Income Plan	85,626	88,074	90,069
Alberta Widows' Pension	3,284	3,555	3,371
Social Allowance[i,ii]	50,915	55,234	69,252
Guardian Social Allowance[i,iii]	1,638	1,790	1,948
Assured Income for the Severely Handicapped[i,iv]	10,250	11,594	13,210
Senior Citizens' Renter Assistance Grants[v,vi,x]	40,958	43,157	44,939
Property Tax Reduction Benefits (Homeowner Refund only)[v,vi]	163,816	176,154	186,554
Senior Citizens' Home Heating Protection Program[vi]	85,098	88,554	91,000
Alberta Renter Assistance Credit[vi,ix]	340,000	n/a	n/a
Remote Area Heating Allowance[vii]	7,000[e]	8,000[e]	7,000[e]
Workers' Compensation[vi,viii]	61,325	56,153[r]	56,100[p]

i. Represents the number of cases.

ii. Includes cases receiving Social Allowance/AISH benefits.

iii. Each case represents one child.

iv. Excludes cases receiving Social Allowance/AISH benefits.

v. Represents the number of households.

vi. Represents data for 1984, 1985 and 1986.

vii. Represents data for 1984-85, 1985-86 and 1986-87.

viii. Represents the number of claims settled.

ix. Program terminated at the end of the 1986 tax year.

x. Includes Senior Citizens' Renter Assistance Grant and Widows' Renter Assistance Grant.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.10
British Columbia
Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	183,120	191,999	203,676
Guaranteed Income Supplement[2]	140,446	144,790	147,553
Spouse's Allowance	9,661	13,502	13,862
Total OAS/GIS/SPA	333,227	350,291	365,091
Family Allowances[3]	404,632[r]	404,187[r]	404,305
Child Tax Credit[4]	256,320	263,854[r]	246,420
Canada Pension Plan[5]	255,822	275,877	311,791
Unemployment Insurance[6]	169,090	155,710	161,390
Veterans' and Civilians' Disability Pensions[7,9]	23,157	23,461	23,499
War Veterans' and Civilian War Allowances[7,9]	12,263	11,917	11,822
Provincial Programs			
GAIN for Seniors Supplement	46,967	44,547	42,796
GAIN[i]			
Income Assistance	135,084	129,836	124,589
Supplementary Programs	18,292	17,770	17,744
Total GAIN	153,376	147,606	142,333
Shelter Aid for Elderly Renters[ii]	9,962	9,384	8,997
Land Tax Deferment Program[ii]	2,852	2,768	2,695
Home Owner Grant[ii]	621,000[e]	650,000[e]	670,000[e]
Workers' Compensation[iii,iv]	115,358	119,932	120,696[p]

i. Represents the number of cases.

ii. Represents the number of households.

iii. Represents data for 1984, 1985 and 1986.

iv. Represents the number of claims settled.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.11
Yukon
Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	361	393	414
Guaranteed Income Supplement[2]	407	424	454
Spouse's Allowance	23	49	56
Total OAS/GIS/SPA	791	866	924
Family Allowances[3]	3,981	3,912[r]	4,121
Child Tax Credit[4]	2,545	2,250[r]	2,340
Canada Pension Plan[5]	866	919	1,022
Unemployment Insurance[6]	2,510	2,140	2,260
Veterans' and Civilians' Disability Pensions[7,10]	--	--	--
War Veterans' and Civilian War Allowances[7,10]	--	--	--
Territorial Programs			
Income Supplement Program for Seniors	427	429	438[vi]
Social Assistance[i]	665	646	556
Pioneer Utility Grant[ii,iii]	266	321	335
Home Owners' Grant[ii]	2,862	2,939	3,231
Workers' Compensation[iv,v]	1,024	1,040	1,420[p]

i. Represents the number of cases (includes transients).

ii. Represents the number of households.

iii. Represents the cumulative total for the year.

iv. Represents data for 1984, 1985 and 1986.

v. Represents the number of claims settled.

vi. Average number of recipients.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Table B.12

Northwest Territories

Number of Beneficiaries
by Program
March 1985, 1986 and 1987

Program	March 1985	March 1986	March 1987
Federal Programs*			
Old Age Security Only[1]	242	244	262
Guaranteed Income Supplement[2]	1,107	1,124	1,165
Spouse's Allowance	65	83	100
Total OAS/GIS/SPA	1,414	1,451	1,527
Family Allowances[3]	9,433[r]	9,537[r]	9,483
Child Tax Credit[4]	6,001	6,044[r]	5,640
Canada Pension Plan[5]	970	1,040	1,168
Unemployment Insurance[6]	1,760	1,710	2,000
Veterans' and Civilians' Disability Pensions[7,11]	--	--	--
War Veterans' and Civilian War Allowances[7,11]	--	--	--
Territorial Programs			
Senior Citizens Benefits	1,270	1,203	1,224[v]
Social Assistance[i]	2,289	2,191	2,581
Senior Citizens' Land Tax Relief[ii]	100	109	117
Home Owners' Property Tax Rebate Program[ii]	1,815	1,993	2,098
Home Heating Oil Subsidy Program[ii,vi]	4	14	66
Workers' Compensation[iii,iv]	3,355	3,419	3,186[p]

i. Represents the number of cases.

ii. Represents the number of households.

iii. Represents data for 1984, 1985 and 1986.

iv. Represents the number of claims settled.

v. Average number per month for 1986-87.

vi. Cancelled April 1987.

* Please see "Notes" following Table B.12 for footnotes regarding federal programs.

Notes Regarding Federal Programs

Tables B.1 to B.12

1. Represents the number of pensioners receiving the basic OAS pension only.

2. Represents the number of pensioners receiving GIS benefits in addition to OAS.

3. Represents the total number of accounts (generally families) entitled to Family Allowances. Please refer to Table 3.2 for an explanatory note concerning entitlement statistics.

4. Represents the number of families (taxfilers) whose claim in respect of the 1984, 1985 and 1986 taxation years was allowed.

5. Beneficiaries of "combined pensions" (a surviving spouse's pension plus a retirement or disability pension) are counted once; beneficiaries of lump sum death benefits are excluded.

6. Includes all claimants who received benefits through the computer pay system for the reference week, a week usually containing the 15th day of the month. Excluded, in the main, are year-round fishermen and persons receiving adoption benefits.

7. Represents the number of individuals and families in receipt of a pension or allowance.

8. Includes beneficiaries in the Northwest Territories.

9. Includes beneficiaries in the Yukon.

10. Number of beneficiaries included in British Columbia's figures.

11. Number of beneficiaries included in Alberta's figures.

Table B.13

Newfoundland

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	156,547	168,377	179,118
Guaranteed Income Supplement[2]	98,997	110,207	114,844
Spouse's Allowance	13,373	17,562	22,256
Total OAS/GIS/SPA	268,918	296,145	316,218
Family Allowances	70,355	71,104	69,853
Child Tax Credit[3]	50,657	55,946[r]	59,802
Canada Pension Plan[4]	86,522	100,016	115,903
Unemployment Insurance[5]	520,373	564,313	632,799
Veterans' and Civilians' Disability Pensions[6]	9,875	10,151	10,502
War Veterans' and Civilian War Allowances[6]	26,064	24,474	22,953
Provincial Programs			
Special Child Welfare Allowance	413	591	901
Social Assistance	85,598	90,036	100,648
School Tax Exemption[i]	5,028	n/a	n/a
Workers' Compensation	29,955	31,927[r]	37,509[p]

i. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.14

Prince Edward Island

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	50,683	53,443	56,319
Guaranteed Income Supplement[2]	26,970	29,593	30,511
Spouse's Allowance	2,528	3,555	4,405
Total OAS/GIS/SPA	80,181	86,591	91,235
Family Allowances	13,212	13,618	13,692
Child Tax Credit[3]	11,000	10,969[r]	11,070
Canada Pension Plan[4]	24,296	27,527	31,962
Unemployment Insurance[5]	102,276	111,109	121,750
Veterans' and Civilians' Disability Pensions[6]	9,054	9,435	9,994
War Veterans' and Civilian War Allowances[6]	8,593	7,902	6,884
Provincial Programs			
Financial Assistance	20,123	21,655	23,189
Tax Deferral for Senior Citizens	n/a	n/a	n/a
Residential Property Tax Credit[i]	1,063	1,154	1,292
Workers' Compensation[i]	3,315	4,575	5,005[p]

i. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.15
Nova Scotia
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	322,978	345,443	367,814
Guaranteed Income Supplement[2]	150,392	166,412	172,012
Spouse's Allowance	14,610	20,390	26,108
Total OAS/GIS/SPA	487,980	532,245	565,935
Family Allowances	86,359	88,567	88,625
Child Tax Credit[3]	57,731	58,408[r]	60,794
Canada Pension Plan[4]	216,660	247,327	286,690
Unemployment Insurance[5]	433,113	463,636	495,270
Veterans' and Civilians' Disability Pensions[6]	48,034	51,599	55,102
War Veterans' and Civilian War Allowances[6]	45,131	41,506	36,474
Provincial Programs			
Special Social Assistance[i]	10,391	10,471	10,361
Family Benefits	105,534[r]	112,111	117,357
Municipal General Assistance	30,597	35,902	41,856
Property Tax Rebate for Senior Citizens[ii]	2,699	3,001	3,180
Rental Assistance Program	1,114	1,027	911
Workers' Compensation[iii]	53,298	55,955	60,651[p]

i. Represents expenditures incurred in May of 1984, 1985 and 1986.

ii. Represents expenditures for 1983, 1984 and 1985.

iii. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.16

New Brunswick

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	247,709	264,513	281,780
Guaranteed Income Supplement[2]	121,412	134,543	139,503
Spouse's Allowance	13,220	18,623	23,485
Total OAS/GIS/SPA	382,341	417,679	444,767
Family Allowances	74,988	76,563	76,251
Child Tax Credit[3]	58,051	55,873[r]	58,435
Canada Pension Plan[4]	149,296	170,457	198,681
Unemployment Insurance[5]	502,925	522,474	556,370
Veterans' and Civilians' Disability Pensions[6]	29,455	30,604	32,225
War Veterans' and Civilian War Allowances[6]	34,403	31,444	27,719
Provincial Programs			
Total Social Assistance[i]	174,790	188,215	202,394
Disability Allowance[i]	11,200	4,752[ii]	--
Assistance for the Reduction of Rental Costs[iv]	1,200	1,350	1,290
Property Tax Assessment Exemption[iii]	838	854	903
Residential Property Tax Credit[iii]	66,006	75,000	84,800
Workers' Compensation[iii]	39,580	42,194	44,332[p]

i. In September 1985, the Basic Social Assistance and Disability Allowance programs were replaced by the following three programs: (i) Long-Term Established Needs, (ii) Upgrading, Training and Placement and (iii) Interim Assistance.

ii. Represents expenditures for the period from April to August 1985 only (see Footnote i).

iii. Represents expenditures for 1984, 1985 and 1986.

iv. Previous to 1987 this was called Rental Assistance for the Elderly and for the Disabled.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.17
Quebec
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	2,006,526	2,157,286	2,314,136
Guaranteed Income Supplement[2]	902,258	1,009,871	1,043,237
Spouse's Allowance	78,561	111,724	147,524
Total OAS/GIS/SPA	2,987,345	3,278,880	3,504,897
Family Allowances	598,349	614,856	624,879
Child Tax Credit[3]	391,218	401,628[r]	430,084
Canada Pension Plan[4]	18,175	20,790	24,260
Unemployment Insurance[5]	3,084,984	3,157,399	3,187,437
Veterans' and Civilians' Disability Pensions[6]	73,525	76,773	81,484
War Veterans' and Civilian War Allowances[6]	61,887	58,577	55,455
Provincial Programs			
Quebec Family Allowances	186,624[r]	186,638[r]	192,738
Supplement for Handicapped Children	13,301	15,232	17,474
Social Aid	2,010,573	2,176,751	2,155,828
Work Income Supplement[i]	24,994	22,084	26,290
LOGIRENTE[ii]	16,300	18,400[r]	18,700
Real Estate Tax Refund[i]	131,100[r]	63,600[r]	68,600[p]
Availability Allowance[i]	137,300	131,600	127,044
Maternity Allowance	9,334	9,284	8,713
Quebec Pension Plan[iii]	1,629,052	1,899,730	2,132,660
Workers' Compensation	757,365	809,837[r]	942,454[p]

i. Represents expenditures for 1984, 1985 and 1986.

ii. Represents expenditures for the benefit year ending on September 30 of indicated years.

iii. Includes out-of-province expenditures. See also "Canada Pension Plan" above for CPP expenditures in Quebec.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.18
Ontario
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	3,000,826	3,244,503	3,495,009
Guaranteed Income Supplement[2]	838,800	944,482	978,227
Spouse's Allowance	60,978	87,514	130,334
Total OAS/GIS/SPA	3,900,605	4,276,499	4,603,570
Family Allowances	837,041	870,292	884,983
Child Tax Credit[3]	487,627	450,716[r]	458,285
Canada Pension Plan[4]	2,188,977	2,526,376	2,958,167
Unemployment Insurance[5]	2,556,800	2,498,410	2,449,248
Veterans' and Civilians' Disability Pensions[6]	227,588	237,251	247,166
War Veterans' and Civilian War Allowances[6]	155,980	155,677	144,888
Provincial Programs			
GAINS-A	111,868	131,494	125,648
Handicapped Children's Benefits[i]	--	--	--
Family Benefits[ii]	853,958	944,994	1,042,360
Regular FBA			
GAINS-D			
Work Incentive Program			
General Welfare Assistance[iii]	511,609[r]	540,626[r]	536,026
General Assistance			
Special Assistance			
Supplementary Aid			
Property Tax Grant[iv]	288,508	302,631	319,355
Sales Tax Grant[iv]	46,682	48,579	50,489
Temporary Home Heating Grant[vi]	11,579	--	--
Ontario Tax Credits[v]	280,205	275,226	272,254
Workers' Compensation[iv]	978,940	1,097,584	1,246,269[p]

i. Expenditures are included in the Family Benefits figure.

ii. Includes expenditures on Handicapped Children's Benefits and drug benefit costs. Expenditures on drug benefits amounted to $39,719,000 in 1984-85, $48,476,000 in 1985-86 and $57,392,000 in 1986-87.

iii. Includes all drug and health-related costs.

iv. Represents expenditures for 1984, 1985 and 1986.

v. Represents expenditures for 1983, 1984 and 1985.

vi. Program ended in 1984-85; represents expenditures for 1983.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.19
Manitoba
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	416,759	444,361	471,337
Guaranteed Income Supplement[2]	150,438	166,435	171,956
Spouse's Allowance	12,678	17,169	22,102
Total OAS/GIS/SPA	579,875	627,966	665,395
Family Allowances	106,292	110,468	111,916
Child Tax Credit[3]	74,396	76,434[r]	82,042
Canada Pension Plan[4]	250,059	286,905	331,276
Unemployment Insurance[5]	305,199	315,360	329,010
Veterans' and Civilians' Disability Pensions[6]	50,448	52,333	54,767
War Veterans' and Civilian War Allowances[6]	21,354	18,668	17,475
Provincial Programs			
55 Plus - A Manitoba Income Supplement	3,148	2,948	6,947
Child Related Income Support Program	6,114	5,720	7,221
Social Allowances	106,881	118,266	126,790
Municipal Assistance	38,427	41,073	40,303
Shelter Allowances for Family Renters	1,500	1,600	1,447
Shelter Allowances for Elderly Renters	3,400	3,200	3,086
Pensioner Homeowners' School Tax Assistance[i]	8,100	8,500	9,400
Pensioner Tenants' School Tax Assistance[ii,iii]	1,665	1,525	--
School Tax Assistance for Tenants 55 Plus[iii]	--	--	1,659
Resident Homeowners' Tax Assistance[i]	72,200	73,400	74,800
Property Tax Credit[i]	80,000	81,600	83,000
Cost of Living Tax Credit[iv]	31,200[r]	34,400[r]	36,500
Workers' Compensation[i]	63,595	72,370	80,852[p]

i. Represents expenditures for 1984, 1985 and 1986.

ii. Includes expenditures on retroactive rebates for earlier tax years.

iii. The Pensioner Tenants' School Tax Assistance was renamed in January 1987 to School Tax Assistance for Tenants 55 Plus.

iv. Represents expenditures for the 1983, 1984 and 1985 taxation years.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.20

Saskatchewan

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	400,891	426,448	452,345
Guaranteed Income Supplement[2]	143,964	160,078	166,691
Spouse's Allowance	12,096	16,028	20,424
Total OAS/GIS/SPA	556,950	602,554	639,461
Family Allowances	107,713	111,982	113,098
Child Tax Credit[3]	72,672	71,427[r]	84,778
Canada Pension Plan[4]	220,646	253,453	293,054
Unemployment Insurance[5]	250,272	259,255	288,308
Veterans' and Civilians' Disability Pensions[6]	26,702	27,854	29,269
War Veterans' and Civilian War Allowances[6]	16,007	15,995	14,829
Provincial Programs			
Saskatchewan Income Plan	9,496	9,797	10,739
Family Income Plan	18,980	18,972	19,338
Saskatchewan Assistance Plan	187,886	196,533	204,071
Senior Citizens' School Tax Rebate[iv]	26,518[r]	97[r]	--
Saskatchewan Tax Reductions[i]	22,000[e]	33,400[e]	43,500[e]
Renters' Property Tax Rebate[iv]	8,198[r]	959[r]	--
Property Improvement Grant Program[iv]	46,193[r]	545[r]	--
Home Quarter Tax Assistance Program[ii]	16,430	--	--
Senior Citizens' Heritage Rebate Program[iii]	--	24,513	--
Senior Citizens' Heritage Program	--	--	39,191
Workers' Compensation[i]	80,934	83,430	82,539[p]

i. Represents expenditures for 1984, 1985 and 1986.

ii. Program was operational during 1984 only.

iii. This program was operational during 1985 only. It was established as an interim measure until the implementation of the Senior Citizens' Heritage Program in 1986.

iv. Program terminated after 1984 tax year.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.21
Alberta
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	568,327	616,156	666,353
Guaranteed Income Supplement[2]	192,764	217,355	228,120
Spouse's Allowance	15,890	21,310	29,419
Total OAS/GIS/SPA	776,982	854,821	923,892
Family Allowances	246,219	256,155	261,353
Child Tax Credit[3]	134,212	137,430[r]	156,048
Canada Pension Plan[4]	365,125	429,647	508,825
Unemployment Insurance[5]	925,503	800,098	1,059,007
Veterans' and Civilians' Disability Pensions[6,7]	47,115	48,968	50,624
War Veterans' and Civilian War Allowances[6,7]	25,664	25,868	24,888
Provincial Programs			
Alberta Assured Income Plan	62,718	61,684	60,536
Alberta Widows' Pension	12,886	15,981	11,231
Social Allowance[i]	370,990[r]	438,330[r]	529,962
Assured Income for the Severely Handicapped	82,274	99,771	116,423
Senior Citizens' Renter Assistance Grants[iv]	39,737	41,881	42,786
Property Tax Reduction Benefits (Homeowner Refund only)	57,368	63,041	65,773
Senior Citizens' Home Heating Protection Program[ii]	8,501	8,753	9,140
Alberta Renter Assistance Credit[ii,iii]	86,000	90,578	95,773
Remote Area Heating Allowance	2,871	3,432	3,400
Workers' Compensation[ii]	233,547	267,995	348,864[p]

i. Figures have been revised to include expenditures on Guardian Social Allowances.

ii. Represents expenditures for 1984, 1985 and 1986.

iii. Program terminated at the end of the 1986 tax year.

iv. Includes Senior Citizens' Renter Assistance Grant and Widows' Renter Assistance Grant.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.22

British Columbia

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	1,032,384	1,120,572	1,214,782
Guaranteed Income Supplement[2]	310,304	350,105	366,724
Spouse's Allowance	23,973	32,548	44,437
Total OAS/GIS/SPA	1,366,662	1,503,226	1,625,943
Family Allowances	267,058	276,322	279,025
Child Tax Credit[3]	149,304	156,684[r]	163,667
Canada Pension Plan[4]	668,746	783,713	923,588
Unemployment Insurance[5]	1,455,277	1,396,821	1,480,066
Veterans' and Civilians' Disability Pensions[6,8]	111,170	116,184	121,887
War Veterans' and Civilian War Allowances[6,8]	58,764	61,033	59,472
Provincial Programs			
GAIN for Seniors Supplement	17,683	16,744	16,045
GAIN Income Assistance Supplementary Programs	855,197	883,539	856,354
Shelter Aid for Elderly Renters	9,130	8,004	7,141
Land Tax Deferment Program[i]	12,887	14,742	16,430
Home Owner Grant	268,000	272,000	282,000
Workers' Compensation[ii]	274,443	267,729	290,575[p]

i. Represents cumulative value of all taxes deferred since program's inception plus interest.

ii. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.23
Yukon
Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	2,552	2,812	3,018
Guaranteed Income Supplement[2]	1,121	1,270	1,397
Spouse's Allowance	101	134	230
Total OAS/GIS/SPA	3,774	4,217	4,645
Family Allowances	2,632	2,730	2,801
Child Tax Credit[3]	1,573	1,497[r]	1,699
Canada Pension Plan[4]	2,226	2,637	3,002
Unemployment Insurance[5]	18,339	19,535	19,064
Veterans' and Civilians' Disability Pensions[6,9]	--	--	--
War Veterans' and Civilian War Allowances[6,9]	--	--	--
Territorial Programs			
Income Supplement Program for Seniors	414	432	439
Social Assistance	2,335	2,845	2,187
Pioneer Utility Grant	144	194	194
Home Owners' Grant	827	866	957
Workers' Compensation[i]	2,017	1,837[r]	1,640[p]

i. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Table B.24

Northwest Territories

Benefit Expenditures
by Program
1984-85, 1985-86 and 1986-87
($000's)

Program	1984-85	1985-86	1986-87
Federal Programs*			
Old Age Security[1]	4,421	4,663	5,118
Guaranteed Income Supplement[2]	3,322	3,661	3,993
Spouse's Allowance	353	391	580
Total OAS/GIS/SPA	8,097	8,715	9,692
Family Allowances	7,535	7,905	7,944
Child Tax Credit[3]	4,688	5,053[r]	4,913
Canada Pension Plan[4]	2,032	2,325	2,799
Unemployment Insurance[5]	14,072	16,215	19,232
Veterans' and Civilians' Disability Pensions[6,10]	--	--	--
War Veterans' and Civilian War Allowances[6,10]	--	--	--
Territorial Programs			
Senior Citizens Benefits	967	978	1,249
Social Assistance	9,297	11,064	13,064
Senior Citizens' Land Tax Relief	35	37	44
Home Owners' Property Tax Rebate Program	556	627	688
Home Heating Oil Subsidy Program	2	4	17
Workers' Compensation[i]	4,891	6,559[r]	6,927[p]

i. Represents expenditures for 1984, 1985 and 1986.

* Please see "Notes" following Table B.24 for footnotes regarding federal programs.

Notes Regarding Federal Programs

Tables B.13 to B.24

1. Represents all expenditures on the Basic OAS pension - this includes the amount of OAS paid to OAS/GIS pensioners.

2. Represents expenditures on the Guaranteed Income Supplement only.

3. Represents the value of Child Tax Credit claims allowed in respect of the 1984, 1985 and 1986 taxation years.

4. Represents all benefit expenditures, including lump sum death benefits.

5. Represents expenditures on all types of UI benefits, including training courses approved by Employment and Immigration Canada and benefits to year-round and seasonal fishermen, work-sharing and job creation projects participants and adoptive parents.

6. Includes payments to surviving dependants.

7. Includes expenditures in the Northwest Territories.

8. Includes expenditures in the Yukon.

9. Expenditures included in British Columbia's figures.

10. Expenditures included in Alberta's figures.

Federal Programs

Benefits

Table C.1
Old Age Security, Guaranteed Income Supplement and Spouse's Allowance
Maximum Monthly Benefits
by Program
1985 to 1988

Effective Date	OAS	GIS		SPA		OAS/GIS	
		Singles & One-Pensioner Families	Two-Pensioner Families (each pensioner)	Regular	Extended/ Widowed	Singles & One-Pensioner Families	Two-Pensioner Families (each pensioner)
1985							
January	$273.80	$325.41	$211.93	$485.73	$536.26	$599.21	$485.73
April	276.54	328.66	214.05	490.59	541.62	605.20	490.59
July	280.14	332.93	216.83	496.97	548.67	613.07	496.97
October	282.94	336.26	219.00	501.94	554.16	619.20	501.94
1986							
January	285.20	338.95	220.75	505.95	558.59	624.15	505.95
April	288.34	342.68	223.18	511.52	564.74	631.02	511.52
July	291.51	346.45	225.63	517.14	570.95	637.96	517.14
October	294.43	349.91	227.89	522.32	576.66	644.34	522.32
1987							
January	297.37	353.41	230.17	527.54	582.42	650.78	527.54
April	300.34	356.94	232.47	532.81	588.24	657.28	532.81
July	303.64	360.87	235.03	538.67	594.71	664.51	538.67
October	308.19	366.28	238.56	546.75	603.63	674.47	546.75
1988							
January	310.66	369.21	240.47	551.13	608.46	679.87	551.13

Table C.2
Federal Family Allowances and Quebec Family Allowances
Monthly Benefits per Child
1985 to 1988

	1985	1986	1987	1988
Federal Family Allowances				
Family Allowance	$31.27	$31.58	$31.93	$32.38
Special Allowance	46.65	47.12	47.64	48.31
Alberta Variation				
Child, 0-6 years	24.50	25.00	25.20	25.50
7-11 years	30.00	30.50	30.80	31.00
12-15 years	39.80	40.40	40.80	41.00
16-17 years	45.00	45.50	46.40	46.70
Quebec Variation				
Child, 0-11 years				
First child	18.77	20.19	20.41	20.70
Second child	29.81	30.11	30.44	30.87
Third and each additional child	72.55	73.28	74.81	77.09
Child, 12-17 years				
First child	26.44	27.94	28.25	28.65
Second child	37.48	37.86	38.28	38.82
Third and each additional child	80.22	81.03	82.65	85.04
Quebec Family Allowances[1,2]				
First child	7.90	8.22	8.56	8.94
Second child	10.55	10.97	11.42	11.92
Third child	13.18	13.71	14.27	14.90
Fourth and each additional child	15.80	16.43	17.10	17.85

1. Paid on behalf of children who are not wards of the province.

2. In December 1986, an amendment to provincial legislation converted Quebec Family Allowances into a tax credit effective from the 1986 taxation year.

Table C.3
Child Tax Credit
Maximum Credits, Income Threshold
and Cut-Off Levels
1985 to 1988 Taxation Years

Taxation Year[1]	Maximum Credit (per child)	Income Threshold	Income Cut-Off Levels				
			Number of Children				
			1	2	3	4	5
1985	$384	$26,330	$34,010	$41,690	$49,370	$57,050	$64,730
1986	454	23,500	32,580	41,660	50,740	59,820	68,900
1987	489	23,760	33,540	43,320	53,100	62,880	72,660
1988[2]	559	24,090	35,270	46,450	57,630	68,810	79,990

1. For the 1985 taxation year, the Child Tax Credit was claimable and payable in 1986. Since 1986, eligible families with net incomes under an established threshold receive an annual per child prepayment in November with the balance of the credit payable when claimed on the income tax return. See Chapter 3 for details.

2. As of 1988, a supplement to the credit may be paid in respect of children under seven. The supplement is intended to offset child care expenses. See Chapter 3 for details.

Table C.4
Canada and Quebec Pension Plans
Maximum Monthly Benefits
by Type of Benefit
1985 to 1988

Type of Benefit	Canada Pension Plan				Quebec Pension Plan			
	1985	1986	1987	1988	1985	1986	1987	1988
Retirement Pension[1]								
60 years	--	--	$365.06	$380.14	$304.79	$340.28	$365.06	$380.14
65 years	$435.42	$486.11	521.52	543.06	435.42	486.11	521.52	543.06
70 years	435.42	486.11	677.98	705.98	566.05	631.94	677.98	705.98
Disability Pension[2]	414.13	455.64	634.09	660.94	550.90	597.96	634.09	660.94
Surviving Spouse's Pension								
65 and over	261.25	291.67	312.91	325.84[3]	261.25	291.67	312.91	325.84[3]
55-64 years	250.84	273.35	290.36	302.61[3]	450.38	480.87	506.39	528.15
under 55 years	250.84	273.35	290.36	302.61[3]	387.68	415.67	438.52	457.29
Combined Pension								
Retirement (65 years)/ Surviving Spouse's Pension	435.42	486.11	521.52	543.06	435.42	486.11	521.52	543.06
Disability/Surviving Spouse's Pension	435.42	486.11	764.47	796.70	659.82	719.49	764.47	796.70
Disabled Contributor's Child's Benefit	87.56	91.06	94.79	98.96	29.00	29.00	29.00	29.00
Orphan's Benefit	87.56	91.06	94.79	98.96	29.00	29.00	29.00	29.00
Death Benefit	2,340.00	2,580.00	2,590.00	2,650.00	2,340.00	2,580.00	2,590.00	2,650.00

1. Since January 1987, the Canada Pension Plan provides actuarially adjusted retirement benefits to persons retiring between the ages of 60 and 70. The Quebec Pension Plan has offered such benefits since 1984.

2. Effective January 1987, the CPP disability pension was substantially increased by a legislative amendment.

3. Maximum benefits are slightly higher (because of the benefit calculation method) for those cases where the contributor died in December 1987 and the surviving spouses' pension began in January 1988.

Table C.5
Unemployment Insurance
Premium Rates, Benefits and Earnings
1985 to 1988

	1985	1986	1987	1988
Minimum Weekly Earnings for Insurable Employment	$92.00	$99.00	$106.00	$113.00
Maximum Weekly Insurable Earnings	460.00	495.00	530.00	565.00
Basic Weekly Premium[1]				
Employee	2.35	2.35	2.35	2.35
Employer	3.29	3.29	3.29	3.29
Maximum Weekly Contribution				
Employee	10.81	11.63	12.46	13.28
Employer	15.13	16.28	17.44	18.59
Maximum Annual Contribution				
Employee	562.12	604.76	647.92	690.56
Employer	786.76	846.56	906.88	966.68
Maximum Weekly Benefit[2]	276.00	297.00	318.00	339.00
Net Annual Income Level at which UI benefits become repayable	$35,880	$38,610	$41,340	$44,070

1. Per $100 weekly insurable earnings.

2. The maximum weekly benefit is equal to 60% of maximum weekly insurable earnings.

Table C.6
Veterans' and Civilians' Disability Pensions
Sample Monthly Benefits[1]
by Type of Benefit
1985 to 1988

Effective Date/Disability Rating	Single Person	Married Couple	First Child[2]	Widow(er)	First Orphan[3]	Exceptional Incapacity Allowance	Clothing Allowance[4]	Attendance Allowance[4]
100% Disability								
1985 - January	$1,136.19	$1,420.24	$147.70	$852.14	$295.41	$200.50 - 601.47	$9.46 - 85.18	$120.30 - 751.83
- April[5]	1,146.83	1,433.54	149.09	860.12	298.18	202.38 - 607.10	9.55 - 85.98	121.43 - 758.87
1986	1,191.56	1,489.45	154.90	893.67	309.81	210.27 - 630.78	9.92 - 89.33	126.17 - 788.47
1987	1,240.41	1,550.51	161.25	930.31	322.51	218.89 - 656.64	10.33 - 92.99	131.34 - 820.80
1988	1,293.75	1,617.19	168.19	970.31	336.38	228.30 - 684.88	10.77 - 96.99	136.99 - 856.09
45% Disability								
1985 - January	511.29	639.11	66.47	319.55	33.23	--	9.46 - 85.17	120.30 - 751.83
- April[5]	516.07	645.09	67.09	322.55	33.54	--	9.55 - 85.98	121.43 - 758.87
1986	536.20	670.25	69.71	335.13	34.85	--	9.92 - 89.33	126.17 - 788.47
1987	558.18	697.73	72.56	348.87	36.28	--	10.33 - 92.99	131.34 - 820.80
1988	582.19	727.74	75.68	363.87	37.84	--	10.77 - 96.96	136.99 - 856.09

1. Please note that these are sample benefits only. Different benefit levels are set for each of 20 classes of disability which range from 5% to 100% at 5% intervals.
2. An additional benefit may be payable on behalf of each dependent child of a disability pensioner. Rates are specified for the first, second and each subsequent child in annual rate tables.
3. An orphan's benefit may be payable on behalf of each dependent child of a surviving spouse. Rates are specified for the first, second and each subsequent child in annual rate tables. Please note that payment of this monthly benefit at the "45% Disability" rate or lower begins two years after the death of the disability pensioner, a lump sum payment having already been made.
4. Payment of the clothing and attendance allowances is not based on the percentage of disability.
5. Although rates are generally adjusted each January, legislative changes effective April 1985 increased benefits by an additional 0.9365%.

Table C.7
War Veterans' and Civilian War Allowances
Maximum Monthly Benefits by Type of Benefit
1985 to 1988

Effective Date	Single Person, Including Widow(er)	Blind Single Person, Including Widow(er)	Married Couple	Married Couple, One Partner Blind	Widow(er) with One Child	Each Dependent Child[1,2]	Orphan[2]
1985							
January	$654.45	$681.86	$993.66	$1,021.01	$993.66	$117.03	$350.72
April	660.99	688.68	1,003.60	1,031.22	1,003.60	118.20	354.23
July	669.58	697.63	1,016.65	1,044.63	1,016.65	119.74	358.83
October	676.26	704.61	1,026.82	1,055.08	1,026.82	120.94	362.42
1986							
January	681.69	710.25	1,035.03	1,063.52	1,035.03	121.91	365.32
April	689.19	718.06	1,046.42	1,075.22	1,046.42	123.25	369.34
July	696.77	725.96	1,057.93	1,087.05	1,057.93	124.61	373.40
October	703.74	733.22	1,068.51	1,097.92	1,068.51	125.86	377.13
1987							
January	710.78	740.55	1,079.20	1,108.90	1,079.20	127.12	380.90
April	717.89	747.96	1,089.99	1,119.99	1,089.99	128.39	384.71
July	725.79	756.19	1,101.98	1,132.31	1,101.98	129.80	388.94
October	736.68	767.53	1,118.51	1,149.29	1,118.51	131.75	394.77
1988							
January	742.51	773.67	1,127.46	1,158.48	1,127.46	132.80	397.93

1. An additional pension is payable on behalf of each dependent child. Note that a widow(er) with one child is paid the married rate; the additional child benefit is payable on behalf of the second and each subsequent child.
2. This benefit is reduced by an amount equal to any Family Allowances paid for that child.

Canada Assistance Plan

The Canada Assistance Plan (CAP), enacted in 1966, is administered by the Department of National Health and Welfare. CAP permits the federal government to cover 50% of the eligible costs incurred by the provinces[1] and municipalities in providing assistance to persons in need and welfare services to those in need or who are likely to become in need if they do not receive such services.

The CAP program components are general assistance, homes for special care, health care, child welfare, welfare services and work activity projects. Approximately 85% of CAP expenditures fall under its assistance provisions, which include general assistance (the cash welfare payment), care in homes for special care, certain health care costs and the majority of child welfare expenditures. The remaining 15% are for welfare services and work activity projects. Payments under the welfare services component support provincial administration costs (i.e., costs of administering assistance and welfare service programs) and welfare services (e.g., day care and homemaker services). The individual CAP program components are described below.

i) General Assistance
CAP shares in the cost of general assistance which is provided by each province to persons who are in need. Assistance includes the following basic requirements: food, shelter, clothing, fuel, utilities, household supplies and personal requirements. Assistance may also include special needs such as: items incidental to carrying on a trade or other employment; items of special need necessary for safety, well-being or rehabilitation, including essential repairs or alterations to property; items required by disabled persons; and civil legal aid. CAP also shares in the cost of prescribed welfare services (e.g., day care, rehabilitation and homemaker services) which may be purchased on behalf of persons in need.

ii) Homes for Special Care
CAP shares in the cost incurred by the provinces of providing care for persons in need residing in recognized homes for special care such as homes for the aged, nursing homes, child care facilities and hostels for battered women and children. Since April 1977, the major portion of federal costs related to long-term residential care for adults has been subsumed under the Extended Health Care Services Program of the Federal-Provincial Fiscal Arrangements and Federal Post-Secondary Education and Health Contributions Act.

iii) Health Care
CAP shares in certain health care costs, such as costs for drugs and dental care, provided they are not covered under universal health care programs of the provinces, or not block funded under the Federal-Provincial Fiscal Arrangements and Federal Post-Secondary Education and Health Contributions Act.

iv) Child Welfare
The majority of the expenditures in this component relate to the costs of maintaining children in foster homes.

v) Welfare Services
CAP shares in a range of welfare services, such as day care services for children; homemakers and other home support services; rehabilitation; community development services; and casework, counselling, assessment and referral services (including services for children who are in need of protection and preventive services to children in their own homes). A large portion of welfare service costs are for provincial/municipal administrative costs relating to

1 The term "provinces" includes the Yukon and Northwest Territories.

the delivery of assistance and welfare services.

vi) Work Activity Projects
CAP shares in the costs of work activity projects designed to assist people who experience unusual difficulty in obtaining or holding employment.

Conditions for Cost-Sharing of General Assistance

Provincial governments are responsible for the design, comprehensiveness and the delivery of general assistance to the public. The federal government specifies conditions for cost-sharing through the CAP Act, Regulations, separate standard agreements signed with each province and program policies outlined in notes and guidelines.

Conditions for cost-sharing are:

i) financial assistance must be provided to persons in need: these are defined as those who are found, on the basis of a needs test (see Overview to Chapter 4), to be unable to provide adequately for themselves and/or their dependants; or persons under the age of 21 years who are in the care, custody or supervision of a child welfare authority; or foster children as defined by CAP;

ii) provinces must agree that a period of residence in the province or in Canada will not be required as a condition of eligibility for assistance; and

iii) provinces must establish, by law, a procedure by which applicants may appeal decisions with respect to social assistance.

In addition to the Act, Regulations and Agreements, there are four guidelines which relate specifically to general assistance. While these federal guidelines set limits which establish cost-sharing levels under CAP, the provinces may design and implement assistance programs as they deem appropriate.

CAP Guidelines on Assistance are as follows:

i) Earnings Exemption Guideline;

ii) Liquid Asset Exemption Guideline;

iii) Special Flat Rate Allowance for Aged and Disabled Guideline; and

iv) Supplementation of Low Income Earnings Guideline.

The first two guidelines specify, for cost-sharing purposes, the maximum amount of employment income, allowances for work-related expenses and liquid assets which a province may exempt in arriving at the amount of benefit to be provided to an individual or family.

Expenditures

The CAP payments to provinces in 1985-86 and 1986-87 for all components totalled $4.28 and $4.44 billion, respectively; of these totals, $2.94 and $3.06 billion represented payments solely for general assistance. Table D.1 provides a breakdown of the general assistance payments by province for fiscal years 1984-85 to 1986-87.

Agreements to Enhance the Employability of Social Assistance Recipients

In September 1985, the federal ministers of the Department of National Health and Welfare and Employment and Immigration Canada, and the provincial ministers with responsibility for income security and the labour market developed a seven-point strategy intended to "break the cycle of welfare dependency". The strategy covered establishment and expansion of provincial and federal employment programs to assist social assistance recipients to enter the work force and allowed the diversion of funds, which would otherwise have been used for CAP cost-shared social assistance payments, to employment support initiatives.

Refer to the Overview in Chapter 4 for a description of this strategy.

Table D.1
Canada Assistance Plan - General Assistance
Federal Payments
to the Provinces/Territories
1984-85, 1985-86 and 1986-87
($000's)

Province/Territory	Federal Payments		
	1984-85	1985-86	1986-87
Newfoundland	43,030	42,577	53,982
Prince Edward Island	10,665	11,205	11,620
Nova Scotia	69,730	71,641	82,599
New Brunswick	96,429	103,362	114,641
Quebec[1]	1,027,643	1,110,953	1,073,372
Ontario	703,211	739,739	821,406
Manitoba	74,932	78,414	89,918
Saskatchewan	86,478	95,367	107,735
Alberta	209,805	240,859	271,719
British Columbia	433,263	439,523	429,873
Yukon	1,020	1,083	0
Northwest Territories	4,664	5,482	5,998
Total[2]	2,760,868	2,940,205	3,062,861

1. The federal contribution to Quebec is made up of cash payments and tax point transfers.
2. Totals may not add due to rounding.

Note: The above amounts reflect the payments made to the provinces/territories during the indicated fiscal year and may include costs incurred in previous years.

Selected Federal Income Tax Credits and Deductions

Tax assistance measures provided under the federal personal income tax system are viewed as complementary to the Canadian income security system, and thus have been included in this Appendix. These provisions are administered by Revenue Canada, Taxation under the Income Tax Act, Canada Pension Plan Act and Unemployment Insurance Act, and are claimed on the federal income tax return.

As a result of the federal government's personal income tax reform initiative, the form of such tax assistance has been changed from exemptions and deductions into credits against tax as of the 1988 tax year. Exemptions and deductions reduce one's "taxable income"; tax credits directly reduce one's "tax payable". Because of Canada's system of progressive personal income tax rates, exemptions and deductions are worth more to people with higher incomes. By contrast, the new tax credits provide the same tax reduction value to all taxpayers regardless of their income level.

Discussed below are the following: Basic Personal Credit; Age Credit; Married/Equivalent to Married Credit; Dependent Child Credit; Credit for Infirm Dependants - Over Age 18; Disability Credit; Pension Credit; and the Refundable Sales Tax Credit. With the exception of the Refundable Sales Tax Credit, all were previously available as exemptions or deductions. The Child Care Expense Deduction is also described in this Appendix; while it has not been converted to a credit, its value has been considerably enhanced.

The summaries below cover general eligibility and maximum benefits under each provision. Refer to Table E.1 for a comparison of the 1988 value of the credits and their former values as exemptions and deductions.

Each of the credits (except the Refundable Sales Tax Credit) will be indexed to the annual increase in the Consumer Price Index in excess of 3%, starting with the 1989 tax year. For 1988, their levels have been established through legislation.

Refer to Chapter 3 for information on the federal Child Tax Credit and to Chapter 5 for descriptions of provincial tax credits.

Personal Tax Credits

Basic Personal Credit

A taxfiler may claim all or a part of this credit, based on the number of days the taxfiler was a Canadian resident during the tax year. For the 1988 tax year, a single person is entitled to a tax credit of $1,020.

Age Credit

A taxfiler who is over 65 years of age or reaches that age during the tax year may deduct $550 from tax payable. The credit, or a portion thereof, may be transferred from one spouse to the other in cases where one spouse does not require the full credit to reduce his/her tax to zero.

Married / Equivalent to Married Credit

A taxfiler who is married at the end of the tax year, and who supported a spouse during that year (or a part thereof) may be eligible for this credit. For 1988, a taxfiler whose spouse earns $500 or less receives the maximum credit of $850. If the spouse's net income during the year is over $500 and less than $5,000, the taxfiler receives a credit equal to 17% of the difference between $5,000 and the spouse's net income. If the taxfiler is living apart from the spouse at the end of the year by reason of marriage breakdown, the amount of the credit is based on the spouse's income for the year while married and not separated.

A maximum credit of $850 also replaces the former equivalent to married exemption. A taxfiler who is single, divorced, separated or widowed may claim this credit in respect of a financially dependent relative who lived with him/her during the tax year. The credit is claimable in respect of a related dependant who, if over age 18, is a parent or grandparent of the taxpayer, or is infirm.

A further restriction is that an individual may claim the married or equivalent to married credit in respect of only one other person and that not more than one individual is entitled to the equivalent to married credit for the same person. Where two or more individuals may be entitled to claim in respect of the same person or same self-contained domestic establishment, they must agree which individual will claim the credit. If they fail to agree, neither will be allowed the credit. Additionally, where a taxfiler is entitled to the equivalent to married credit in respect of a dependant, neither that taxfiler nor any other individual may claim that person as a dependant for purposes of the Dependent Child Credit.

Dependent Child Credit

A taxfiler may claim this credit on behalf of each child who is financially dependent on him/her and who is under age 19 at year-end. The amount of the credit is directly related to both the number of dependants and the dependants' income. The maximum credit is payable with respect to children whose income does not exceed $2,500; for 1988, the maximum credit is $66 for each of the first two dependants and $130 for each subsequent child. The amount of the credit is reduced by 17% of the dependant's income in excess of $2,500.

Formerly, the Exemption for Wholly Dependent Children was available on behalf of children who were under 21 years of age, over 21 and attending school or university on a full-time basis or infirm.

Credit for Infirm Dependants - Over Age 18

The former exemption for infirm dependants has also been converted to a credit. A taxfiler may claim this credit on behalf of an individual who is dependent by reason of mental or physical infirmity and is over 18 years of age. For 1988, the maximum amount of the credit is $250; this is payable on behalf of an individual whose income was $2,500 or less, and is reduced by 17% of income in excess of this amount.

Disability Credit

In 1988, the value of this credit (formerly the disability deduction) is $550. To be eligible, taxfilers must have a severe and prolonged mental or physical impairment which markedly restricts their activities of daily living. The impairment must also have lasted, or be expected to last, continuously for at least 12 months. Additionally, the condition must be certified by a medical doctor.

The unused portion of this credit may be transferred to other eligible taxfilers where disabled taxfilers do not need the full credit to reduce their taxes payable to zero.

Pension Credit

Taxfilers with pension income from eligible sources (normally an employer-sponsored pension or RRSP annuity) may claim a credit of up to $170 for 1988. The amount claimable for this credit varies according to the age of the claimant. A pensioner whose tax liability is insufficient to benefit from the credit may transfer it to a spouse.

Refundable Sales Tax Credit

A refundable sales tax credit was originally implemented in respect of the 1986 tax year. For 1988, the credit is claimable by a family or individual whose net income is under $16,000 annually; formerly the threshold was $15,000. For the purposes of calculating net income, benefits from social assistance, Guaranteed Income Supplement, Spouse's Allowance and Worker's Compensation must be included, as well as all other taxable income. The amount of the credit has been increased from $50 to $70 for each eligible individual who is 19 years of age or over. This age limit was raised for 1988 from 18 years of age. An additional $70 may be claimed on behalf of the taxfiler's spouse; $35 may be claimed in respect of each child who is under 19 years of age (formerly this amount was $25).

Deductions

Child Care Expense Deduction

A taxfiler with an eligible dependent child(ren) under 14 years of age, or 14 or over but mentally or physically infirm, may claim this deduction from total income for child care expenses incurred during the tax year. Generally, in order to claim this deduction, a taxfiler's income must be lower than that of the supporting person.[1] Allowable "child care expenses" are considered to be amounts paid for child care services required to enable the taxfiler to earn income from employment, training courses or similar activities.

For the 1987 tax year, a single parent or the spouse with the lower income (in the case of a two-parent family) may claim up to $8,000 (a maximum of $2,000 per eligible child or two-thirds of earned income) for child care expenses. As of the 1988 tax year, the per family limit of $8,000 has been removed

1 A "supporting person" is someone who lived with the taxfiler during the tax year and at any time during the first 60 days in the following year and is: a parent of the child; the taxfiler's spouse; or an individual claiming the child as a dependant.

and the maximum amount claimable per child has been raised to $4,000 if the child is either under age seven at year-end or has a severe and prolonged mental or physical impairment. Where the child is seven or over, the maximum deduction remains at $2,000. The family limit is the lesser of the maximum allowed for each child, actual expenses incurred, or two-thirds of the claimant's income. Under certain circumstances, such as the supporting spouse becoming a full-time student or separation of the couple, the spouse with the higher income may claim the Child Care Expense Deduction.

Although receipts for child care expenses do not have to be filed with the tax return, they must be made available upon request.

For the 1988 and subsequent tax years, parents of children under seven years of age who do not have receipts for child care, or who care for their children at home, may receive a supplement to the Child Tax Credit in lieu of the Child Care Expense Deduction. Refer to Chapter 3 for details.

Table E.1
Effects of Conversion of Selected Federal Personal Tax Exemptions/Deductions to Credits
1988 Tax Year

Type of Credit	Federal Tax Value of Credit (after tax reform)	Estimated Federal Tax Value of Exemption/Deduction[1]		
	All Taxpayers	Taxable Income <$27,500	Taxable Income $27,500-$55,000	Taxable Income >$55,000
Basic Personal	$1,020	$725	$1,110	$1,240
Age (65 and over)	550	455	695	775
Married or Equivalent	850	635	970	1,085
Dependent Child, under 19 each of the first two children	66	66	100	115
each subsequent child	132	66	200	115
Dependent Child, 19 to 21, or over 21 and in school[2]	0	170	260	290
Infirm Dependant, over 18[2]	250	250	380	425
Disability	550	495	760	845
Pension	170	170	260	290

1. Represents the estimated tax value for 1988 if these exemptions and deductions had not been coverted to credits.
2. Amount shown is on behalf of each eligible dependant.

Table E.2a
Selected Federal Income Tax Exemptions and Deductions
Number of Exemptions and Deductions Claimed by Type of Exemption/Deduction and by Province/Territory
1985

Province/Territory	Exemptions				Deductions			Total[1]
	Basic Personal Exemption	Age Exemption	Married or Equivalent Exemption	Exemption for Wholly Dependent Children	Child Care Expense Deduction	Disability Deduction	Pension Income Deduction	
Newfoundland	310,254	15,639	66,366	93,986	14,735	1,304	12,169	514,453
Prince Edward Island	70,788	5,848	12,274	18,827	2,673	333	4,270	115,013
Nova Scotia	516,852	44,722	107,616	126,640	20,399	2,101	42,929	861,259
New Brunswick	413,144	35,608	80,048	102,576	17,027	1,671	30,348	680,422
Quebec	3,961,372	359,014	763,927	869,601	128,338	11,940	248,235	6,342,427
Ontario	5,942,690	619,850	1,004,307	1,243,263	211,488	29,241	501,503	9,552,342
Manitoba	731,583	115,208	127,655	142,795	22,386	5,468	58,484	1,203,579
Saskatchewan	579,512	72,656	108,151	134,126	18,810	2,801	38,524	954,580
Alberta	1,483,264	110,983	241,134	335,507	54,871	5,576	75,351	2,306,686
British Columbia	1,765,694	208,473	316,215	374,742	53,883	8,022	159,976	2,887,005
Yukon	14,371	418	2,022	3,056	565	40	391	20,863
Northwest Territories	27,384	534	4,509	7,683	1,221	11	310	41,652
Outside Canada	33,156	1,315	9,474	9,306	952	50	1,605	55,858
Total[1]	15,850,064	1,590,268	2,843,698	3,462,108	547,348	68,560	1,174,095	25,536,141

1. Totals may not add due to rounding.

Table E.2b
Selected Federal Income Tax Exemptions and Deductions
Number of Exemptions and Deductions Claimed by Type of Exemption/ Deduction and by Province/Territory
1986

Province/Territory	Exemptions				Deductions			Total[1]
	Basic Personal	Age Exemption	Married or Equivalent Exemption	Exemption for Wholly Dependent Children	Child Care Expense Deduction	Disability Deduction	Pension Income Deduction	
Newfoundland	331,400	23,500	63,510	93,530	15,950	2,440	13,060	543,390
Prince Edward Island	75,690	7,260	11,250	18,480	3,010	640	4,610	120,940
Nova Scotia	540,760	55,150	102,680	119,950	22,820	6,450	47,380	895,190
New Brunswick	439,940	44,330	76,110	100,930	20,020	4,220	32,250	717,800
Quebec	4,161,340	423,720	730,060	847,920	121,900	22,490	271,900	6,579,330
Ontario	6,177,740	712,770	967,240	1,229,910	219,030	63,260	549,750	9,919,700
Manitoba	738,980	119,420	125,410	143,420	23,240	12,450	61,690	1,224,610
Saskatchewan	609,850	81,420	103,080	138,190	20,650	5,960	46,130	1,005,280
Alberta	1,502,440	126,820	233,920	324,730	61,190	12,260	85,240	2,346,600
British Columbia	1,867,740	250,570	304,280	357,910	56,720	19,480	177,750	3,034,450
Yukon	14,790	410	2,140	3,060	640	120	440	21,600
Northwest Territories	27,030	580	4,550	7,570	1,080	80	300	41,190
Outside Canada	34,190	1,820	9,300	9,140	980	150	2,250	57,830
Total[1]	16,521,880	1,847,770	2,733,510	3,394,740	567,220	149,990	1,293,750	26,508,860

1. Totals may not add due to rounding.

Table E.3a
Selected Federal Income Tax Exemptions and Deductions
Amount of Exemptions and Deductions Claimed by Type of Exemption/ Deduction and by Province/Territory
1985
($000's)

Province/Territory	Exemptions				Deductions			Total[1]
	Basic Personal Exemption	Age Exemption	Married or Equivalent Exemption	Exemption For Wholly Dependent Children	Child Care Expense Deduction	Disability Deduction	Pension Income Deduction	
Newfoundland	1,284,314	40,505	209,765	145,364	23,294	3,657	11,920	1,718,819
Prince Edward Island	292,907	15,146	36,907	29,127	3,313	867	4,048	382,315
Nova Scotia	2,139,384	115,830	331,831	188,340	33,023	5,507	41,649	2,855,564
New Brunswick	1,709,687	92,089	244,504	153,067	25,367	4,334	29,040	2,258,088
Quebec	16,391,872	929,691	2,381,192	1,209,869	212,684	30,603	234,824	21,390,735
Ontario	24,563,475	1,605,117	3,075,164	1,779,733	336,676	75,885	475,344	31,911,694
Manitoba	3,023,697	298,200	389,416	209,165	29,481	14,157	54,363	4,018,479
Saskatchewan	2,397,436	188,174	328,392	200,481	23,374	7,602	36,104	3,181,563
Alberta	6,131,925	287,320	752,288	480,080	78,169	14,447	71,687	7,815,916
British Columbia	7,299,186	539,579	978,085	533,897	77,851	20,749	153,779	9,603,126
Yukon	59,477	1,079	6,618	4,056	850	101	378	72,559
Northwest Territories	113,326	1,383	14,453	13,100	2,247	28	289	144,826
Outside Canada	117,489	2,892	26,333	11,055	1,392	130	1,500	160,791
Total[1]	65,524,176	4,117,005	8,774,948	4,957,334	847,721	178,066	1,115,227	85,514,477

1. Totals may not add due to rounding.

Table E.3b
Selected Federal Income Tax Exemptions and Deductions
Amount of Exemptions and Deductions Claimed by Type of Exemption/ Deduction and by Province/Territory
1986
($000's)

Province/Territory	Exemptions				Deductions			Total[1]
	Basic Personal Exemption	Age Exemption	Married or Equivalent Exemption	Exemption For Wholly Dependent Children	Child Care Expense Deduction	Disability Deduction	Pension Income Deduction	
Newfoundland	1,384,885	61,312	199,694	140,388	25,360	6,922	12,915	1,831,476
Prince Edward Island	316,344	18,955	34,131	27,440	4,250	1,842	4,383	407,345
Nova Scotia	2,259,159	143,841	315,741	171,878	36,260	18,569	45,790	2,991,238
New Brunswick	1,838,348	115,685	234,326	146,397	30,378	12,160	31,778	2,409,072
Quebec	17,383,679	1,105,624	2,295,694	1,134,553	195,809	64,324	256,848	22,436,531
Ontario	25,777,258	1,859,524	2,988,504	1,680,011	370,724	180,568	521,683	33,378,272
Manitoba	3,084,717	311,661	381,863	201,885	32,439	35,869	57,741	4,106,175
Saskatchewan	2,547,777	212,517	316,604	204,741	29,926	17,305	43,587	3,372,457
Alberta	6,271,081	330,416	731,611	450,680	88,389	35,103	81,257	7,988,537
British Columbia	7,794,912	653,597	945,982	498,331	83,924	55,364	171,127	10,203,237
Yukon	61,795	1,057	6,939	4,021	1,029	341	423	75,605
Northwest Territories	112,777	1,511	14,551	12,192	2,314	226	283	143,854
Outside Canada	124,814	4,451	26,431	11,430	1,582	429	2,126	171,263
Total[1]	68,957,546	4,820,150	8,492,070	4,683,948	902,382	429,024	1,229,940	89,515,060

1. Totals may not add due to rounding.

Glossary

Beneficiary: the individual who is in receipt of benefits.

Budget deficit method: an individual's or family's budgetary requirements are compared to available income and resources in order to determine eligibility for provincial social assistance and the amount of entitlement.

Case: generally refers to the number of households (single or multiple-person) in receipt of benefits.

Child: refers to a person under 18 years of age unless otherwise noted.

Claimant: a person who applies, or has applied, for benefits.

Consumer Price Index (CPI): an economic indicator maintained by Statistics Canada which measures the percentage change through time in the cost of purchasing a constant group of goods and services representing the purchases by a particular population group in a specified time period. Several income security programs increase benefits periodically according to the CPI.

Contributory earnings: the annual earnings between a minimum level (Year's Basic Exemption) and a maximum level (Year's Maximum Pensionable Earnings) on which contributions to Canada/Quebec Pension Plans are based.

Contributory period: the number of months or years during which premiums have been paid by an employee to a social insurance plan.

Disentitlement: in the federal Unemployment Insurance program, specified circumstances may cause a claimant's benefits to be deferred until such time as the circumstances have changed. The minimum duration of disentitlement is one day. Reasons for disentitlement include: not looking for work, leaving the country or unduly restricting availability for work.

Disqualification: in the federal Unemployment Insurance program, circumstances surrounding a claim for benefits may render the claimant ineligible for the receipt of benefits for a stated period. Disqualification may have the effect of extending the waiting period or reducing the number of weeks of benefits to which a person is entitled.

Dual contributor: an individual who has made valid contributions to both the Canada and Quebec Pension Plans. The administration having responsibility for the payment of benefits is determined by the usual place of residence of the contributor at the time of application.

Exemption level: in provincial social assistance programs, specified amounts of income and assets may be exempt from the calculation of an applicant's financial resources. Amounts beyond this level are deemed to be available for current maintenance of the applicant and any dependents.

Federal Consolidated Revenue Fund: all duties and revenues received by the federal government, other than those reserved for the provinces, constitute the Consolidated Revenue Fund.

Flat-rate benefit: the benefit level established for all beneficiaries of a program, regardless of an individual's circumstances.

Income cut-off level: in an income-tested program, the income cut-off level is the maximum amount of annual income a person can receive and still be eligible for benefits.

Income Security System: the network of federal, provincial and municipal programs which provides direct financial benefits to Canadian individuals and families. One of the main objectives of the system is to ensure that Canadians have incomes which are adequate to meet basic needs.

Income-tested program: a program which pays graduated benefits to families or individuals whose incomes are below a specified level.

Indexation: a procedure which permits the adjustment of benefit levels in order to compensate for changes in the cost of living. This is generally done using the Consumer Price Index (CPI).

Insurable earnings: in social insurance programs, the amount of earnings used as the basis for calculating benefit levels.

Insurable employment: employment in which at least 15 hours are worked per week and where at least $113 are earned weekly (levels for 1988) is considered to be insurable under the federal Unemployment Insurance program.

International Social Security Agreements: such agreements enable two countries to coordinate their social security programs which deal with the contingencies of old age, disability and death for people who have lived in both countries. They protect social security rights earned as a result of contributions to a particular program or periods of residence in a given country.

Needs-tested program: a program which provides benefits to individuals or families on the basis of a budget deficit test.

Net benefit expenditures: total or gross expenditures on benefits paid (excluding administrative expenses), adjusted to take into account such things as retroactive payments and overpayments.

Net income: an individual's total income from all sources minus certain specified deductions.

Pensionable condition: in the federal Veterans' and Civilians' Disability Pensions program, veterans suffering a disability which resulted from injury or disease attributable to specified military service are considered to be suffering from a pensionable condition.

Pensionable earnings: level of earnings used as the basis for calculating a retirement pension under the Canada/Quebec Pension Plans.

Pre-added budget: in provincial social assistance programs, several provinces use the concept of pre-added budget in determining benefits payable. The pre-added budget combines predetermined amounts for specified items of basic need, such as food, clothing and personal needs, to a stipulated maximum.

Provinces: term used to include the provinces and two territories.

Qualifying period: the number of months or years during which premiums must have been paid by an employee to a social insurance plan in order to be eligible for benefits.

Recipient: in the social assistance tables, "recipients" refers to the total number of individuals benefiting from benefit payments.

Reduction point: the reduction point in an income-tested program is the income ceiling below which maximum benefits are paid.

Reduction rate: in an income-tested program, the reduction rate is the rate at which benefits are decreased when income exceeds the reduction point. The rate is applied until income reaches a specified maximum level.

Senior citizens: a group of persons defined by the lower age limit of between 55 and 65 years, depending upon the program. The terms "elderly persons" and "aged persons" have been used interchangeably with "senior citizens" in some areas of the report.

Tax credits: specified credits against tax (e.g., Basic Personal Credit) which are claimed on the federal/Quebec income tax returns and which reduce the taxfiler's tax payable. Previous exemptions and most deductions were converted to credits as of the 1988 tax year.

Tax deductions: specified deductions from total income which are claimed on the federal/Quebec income tax returns and which reduce the taxfiler's taxable income. An example is eligible child care expenses.

Taxable income: taxable income, as defined on the income tax return, is total income from all sources less specified expenses, exemptions, deductions and credits.

Top-up program: six provinces and two territories provide cash benefits to recipients of the federal Old Age Security, Guaranteed Income Supplement, and in some instances, Spouse's Allowance benefits. These supplements are often referred to as "top-ups".

Variable entrance requirement: the number of weeks of work required in order to qualify for benefits under the Unemployment Insurance program as per the unemployment rate in the UI economic region in which the claimant resides. The number of weeks is generally between 10 and 14.

Waiting period: a specified period after eligibility for a program has been established and during which no benefits are payable.

Year's Basic Exemption: the amount of earnings (the first $2,600 in 1988) considered to be exempt in calculating earnings on which Canada/Quebec Pension Plan contributions are based.

Year's Maximum Pensionable Earnings: the maximum earnings on which contributions to the Canada/Quebec Pension Plan are based ($26,500 in 1988).

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